REPORT RESUMES

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THE REPORT OF A STUDY ON THE LONG-RANGE FINANCING OF EDUCATIONAL TELEVISION STATIONS.

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NATIONAL ASSN. OF EDUCATIONAL BROADCASTERS

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DATA WERE COLLECTED AND ANALYZED CONCERNING THE FINANCIAL PRACTICES OF EDUCATIONAL TELEVISION (ETV) STATIONS. A TOTAL OF 95 ETV STATIONS PARTICIPATED IN A QUESTIONNAIRE SURVEY DESIGNED TO ESTABLISH PATTERNS RELATIVE TO TIME ON THE AIR, PROGRAMING EMPHASIS, EMPLOYMENT INVESTMENTS, INCOME, EXPENSES, AND OTHER FINANCIAL FACTORS. PRIOR TO THE FINANCIAL ANALYSIS, THIS REPORT PRESENTS A BACKGROUND REVIEW OF--(1) THE NATIONAL DEFENSE EDUCATION ACT, (2) THE ETV FACILITIES ACT, (3) THE NATIONAL EDUCATION TELEVISION AND RADIO CENTER, (4) REGIONAL NETWORKS AND EXCHANGE LIBRARIES, AND (5) THE EDUCATIONAL TELEVISION STATIONS DIVISION OF NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS (NAEB). THE REPORT HIGHLIGHTS A NATIONAL CONFERENCE, HELD IN WASHINGTON, WHICH WAS ATTENDED BY MORE THAN 260 PEOPLE REPRESENTING EVERY ETV STATION IN THE COUNTRY. THE CONCLUSIONS AND RECOMMENDATIONS OF THE CONFERENCE WERE PRESENTED. SOME OF THE ITEMS INCLUDED WERE--(1) THE FUTURE ROLE OF THE NET, (2) THE NEED FOR NATIONAL TV LIBRARIES, (3) THE USE OF AN NEED FOR FUNDS, (4) SUBSCRIPTION TV, (5) ENDOWMENTS, AND (6) ADVISORY COMMITTEES. (JC)

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THE FINANCING OF EDUCATIONAL TELEVISION STATIONS

Present Patterns and Recommendations for the Future

The Report of a Study Conducted by

EDUCATIONAL TELEVISION STATIONS

a division of

THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

UNDER A CONTRACT WITH THE UNITED STATES OFFICE OF EDUCATION

The Report of a Study on the Long-Range Financing of Educational Television Stations

Conducted by

Educational Television Stations

a division of

The National Association of Educational Broadcasters
1346 Connecticut Avenue, N. W.
Washington, D. C. 20036

Frederick Breitenfeld, Jr., Project Director

According to the Terms of Contract OE-5-16-003 with the United States Office of Education, through Title VII of the National Defense Education Act

AUTHOR'S PREFACE

One basic difference between commercial and educational television stations in this country is easily identified. The FCC Rules and Regulations make it clear that ETV stations are restricted from operating for a profit, and they are prohibited from selling time for advertising.

To the educational broadcaster, however, this difference - this regulation - causes financial problems on a day-to-day basis. Those responsible for the operation of ETV stations across the country have shown ingenuity in devising means by which their stations can be kept solvent, but it is now clear that as educational television stations become numerous, they can serve the educational needs of the communities receiving their signals only if they have firm financial support. This Study on the Long-Range Financing of Educational Television Stations was conceived as a first step toward the development of a permanent and guaranteed financial pattern for ETV stations.

The Financial Questionnaire, which was sent to all ETV stations, provided information concerning present financing techniques.

The Washington Conference was the other key part of the study, since it was through that meeting that we were able to define directions for future action.

The United States Office of Education is one of the oldest supporters of educational television. Members of the USOE staff were part of the original effort to get the FCC to reserve channels for ETV stations; over the years the Office of Education has continuously assisted in the development and expansion of educational broadcasting; through Title VII of the National Defense Education Act alone, USOE has been able to put more than eight million dollars to work in research and dissemination of information pertaining to broadcasting in education. Thus, it was reassuring last spring to find great interest in our project on the part of personnel in the Office of Education.

The Contract (OE-5-16-003), was signed on September 8, 1964, and the following pages comprise the final report of the seven-month study.

While the investigation has been carried on with the support of the Office of Education, the information, results, comments and conclusions reached in this report are in no way connected with the federal government. The Educational Television Stations division of NAEB, and the Project Staff, assume responsibility for this document.

A project of national scope must ultimately involve scores of people who assist in one way or another. We are deeply indebted to broadcasting personnel - educational and commercial - in this and other countries, for providing information for the investigation. Our appreciation is also extended to those people in the federal government and in related education agencies, for time and effort in making the study possible.

On behalf of all people connected with the future of educational television in the United States and especially for the Board of Directors of the Educational Television Stations division of the National Association of Educational Broadcasters, I thank those who contributed to this project.

My personal appreciation is extended to Mr. C. Scott Fletcher, Executive Consultant, NAEB-ETS, whose leadership in educational broadcasting, whose professional commitment and whose wisdom have been sources of great satisfaction.

This has been the first step, and it has been fruitful. Bigger and more important steps must be taken soon.

Frederick Breitenfeld, Jr.
Project Director

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FOREWORD

The specific purposes for the unique conference which was convened in Washington, D. C. on December 7-8, 1964 were to enable responsible representatives of every educational television station in the nation to meet for the first time and come to grips with the present and future financing problems of educational television in the United States.

The conferees agreed upon several important recommendations, all of which are described in this document. The one that has gained top priority involves the appointment of a National Commission to study every aspect of educational, non-commercial television, and to make recommendations for adequate financing on a long-range permanent basis. Under these circumstances, this report should be regarded only as a first step in the solution of an enormous national problem: the effective and optimum use of television to advance both education and the general welfare.

For nearly ten years, reliable researchers have demonstrated that television, when used judiciously, is a remarkably powerful and efficient tool for teaching at all age levels. Television is, in fact, now being used as such by hundreds of educational institutions. Furthermore, research studies have shown that in certain cases students learn as well, and even better, with television than without it. Now, with the advent of the portable, self-powered, all-channel television set, people of all ages can learn in any setting - from the living room to the beach - provided that they are within range of an educational signal.

Surely, no one can disagree with the statement that television is here to stay. Rapidly, the television receiver is becoming man's most constant companion. More and more he regards it as his personal, electronic "seeing-eye." He expects probing motion picture and television cameras to let him see and comprehend events of all kinds involving his fellow man's adventures and accomplishments both on and beyond this planet.

All this does not mean that television receivers will take the place of teachers. To the contrary, it is safe to say that more and better teachers will be required in the years that lie ahead, and that television will continue as a major factor in improving both learning and teaching. It is for such reasons that other advanced countries finance and position educational, cultural and informational programs ahead of those devoted primarily to entertainment.

All Americans - pre-school age children to senior citizens - have a right to benefit to the fullest possible extent from the wonders that television can provide. They should, and ultimately will, demand a second television service, superior in every way and dedicated to education. Because, however, television has been harnessed for such a short space of time in the cause of formal and informal education, more research is essential. And, future findings must receive a much wider dissemination than did many previous research reports.

Some people still ask why commercial networks and stations cannot provide our educational programming, including classroom instruction. In view of our system of competitive free enterprise, under which they operate and with which there is no disagreement whatsoever, such a plan is virtually impossible. Even if we could make such arrangements on a national scale, it would be a mistake. The fact is that we need a separate television service beyond that which primarily serves commerce. We cannot afford to be deprived of a television system that is devoted wholly and solely to improving our skills, our knowledge and our understanding of the world - its peoples and their problems.

The purpose of this report is to bring facts and recommendations to the attention of those directly responsible for, and others deeply concerned about, the future of educational television. It is imperative that they work closely together in an organized fashion. As soon as possible, a carefully selected few should be given the important assignment of making a thorough and objective study of this far reaching subject with all its implications. When completed, their recommendations should be implemented in such a way that a full-fledged, permanent, fourth network will not only materialize, but will be maintained - indefinitely, and for the benefit of all our people.

C. Scott Fletcher
Executive Consultant, NAEB-ETS
April 1965

THE FINANCING OF EDUCATIONAL TELEVISION STATIONS

PART I

Background

PART I BACKGROUND

Historical Perspective

When Paul A. Walker was Chairman of the Federal Communications Commission, (1952-1953), he remarked that television is such an effective educational tool that education cannot afford to be without it. His judgment was upheld by others and this was, perhaps, a factor in the reservation of channels for educational television stations in 1952. At that time, the Commission set aside 242 frequency allocations - later increased to more than 300 - and looked to educators for the development of educational television stations. In a little over twelve years the number of educational stations has reached one hundred, and there is little doubt today that Chairman Walker was right about the power of the medium.

Fund raising, not surprisingly, was one of the first activities of ETV leaders, and for a number of years it was the only main activity that kept stations alive.

The Fund for Adult Education, an independent agency created by The Ford Foundation in 1951, recognized very early that all aspects of educational television had to be considered by a philanthropic institution able to provide needed assistance. Following initial organization and investigation, it became clear to the Fund in 1951 that after the FCC became convinced that channels had to be reserved for educational use, educational institutions, national organizations such as the Joint Council on Educational Television and many community organizations would need to be encouraged to apply for the licenses, to build and equip the stations and to secure or train staffs. To assist in this work, the Fund established The National Citizens Committee for Educational Television. For the next few years this organization concentrated on helping communities raise funds to match the dollars offered by the Fund to establish new stations.

In addition, the Fund was convinced that a national center was needed to help in the development and exchange of programs, ideas, information and services. These were some of the major areas in which the concern of the Fund for Adult Education was to be felt most profoundly for the next six years.

Thus, in addition to providing grants-in-aid to universities and cities where channel assignments were reserved, the Fund provided the initial grants for the founding of the Educational Television and Radio Center in Ann Arbor, Michigan, now the National Educational Television and Radio Center in New York City. By 1961, when the Fund for Adult Education ceased formal operations, it had given more than $12,000,000 - about one third of which was on a matching basis - to the educational television movement and to the ETV stations across the country.

The licensees themselves, of course, managed to raise the bulk of the money required to activate television stations. Nevertheless, the early years were those in which private grants, gifts and other types of generosity were essential in stimulating the growth of educational television stations.

Five universities, four community organizations and one state commission were the licensees of the first ETV stations, but it wasn't long before school boards also applied. It was shown very early that four basic types of educational television stations would come to exist, though which type appeared in a particular community depended completely on local issues and interests. Since three of these types are public, in that they are supported with public funds, it is important to note that tax dollars at the local and state levels have been used for educational television stations for more than ten years.

By the late 1950's, stations were being supported through a variety of activities. In 1961, the National Educational Television and Radio Center sponsored a survey that examined the actual income figures of ETV stations. For the fifty-one stations responding, income was shown to be divided as follows: 57% from tax sources (public schools, boards of education, state, county and city appropriations), 20% from private sources (private colleges and universities, business and industry, civic groups, local foundations and individuals), and 23% from special sources (local fund raising and special contracts). Important was the fact that after a little less than ten years it was shown that substantial support for educational television stations came from the schools they served with classroom instruction. In 1964, the ninety-five educational television stations received $9,618,945 from public schools, which was 27.5% of the total annual income for those stations. (An estimate of the _total_ _amount_ _of_ _money_ that has been spent in educational television since 1952, crude as it must be, is $260,000,000.)

The Fund for the Advancement of Education was also established by The Ford Foundation in 1951. Within a few years, this organization also took an interest in educational television, especially as the medium might alleviate the problems created by increasing numbers of students and growing needs for qualified teachers. In _Teaching_ _by_ _Television_, a report issued by The Ford Foundation and the Fund, the two agencies reported that they had "provided financial support amounting to $20 million for a variety of experiments at the school and college level involving the use of television as a medium of instruction.... The primary focus of these experiments was on multiplying the effectiveness of able teachers."

The National Defense Education Act

Since 1958, when the National Defense Education Act was passed, more than $8,000,000 has been obligated for studying, planning and reporting about educational television under Title VII. This does not, at first, seem to be directly related to the support of educational television stations, but it is clear that when close to eighty separate research grants are awarded to universities, school districts, state educational agencies and non-profit organizations over a period of seven years, and all are devoted in one way or another to the use of this medium in education, definite and tangible results are likely to be realized by the stations. Beyond this, more than 35 contracts have been awarded for the dissemination of information about the use of television for teaching, and this, too, is an obvious step toward a sturdy system of support. Thomas D. Clemens, Chief of the Research and Services Section of the Educational Media Branch, U. S. Office of Education, reports that the findings of the many USOE research reports have supported hypotheses that television is an efficient medium for teaching, that it requires superior teachers for greatest effect and that the medium is not an educational panacea.

A number of publications about educational television have appeared as results of Title VII, one of the most important being Educational Television, the Next Ten Years. In this volume, several searching and incisive essays have been printed, including a noteworthy summary of educational television station financing by Lyle Nelson.

Under Title VII, funds can be provided for neither operational support of educational television stations, nor for direct training of television teachers and station personnel. Assistance has been available, however, in experimentation, which leads ultimately to a stronger ETV establishment.

The Educational Television Facilities Act

The Facilities Act, P.L. 87-447, has made possible direct federal support for educational television stations. Grants have been made since 1962, on a matching basis with states, for development of new stations and for the expansion of existing facilities. More than eighty applications have been accepted for filing, requesting a total of more than $16,000,000 in Federal funds, which, with state funds, brings total project costs across the country close to twice that amount. To date, forty-seven awards have been granted, with twenty-three to activate new stations (more than $4,500,000 in Federal funds), and twenty-four for expansion of existing stations (nearly $3,800,000 from the government). Of the $32,000,000 earmarked for educational television stations by the Facilities Act, more than one-quarter has been granted.

Officials of the ETV Facilities Program have indicated that the "principal impediment to completion of processing is the absence of assurance with respect to state matching funds," but nevertheless it can be concluded safely that the Facilities Act has been most effective in stimulating the development and expansion of educational television stations.

The National Educational Television and Radio Center

Of vital importance to educational television stations is the availability of programs. In today's world of broadcasting, any station is primarily a receiver of national programming material and a transmitter of that material. The Fund for Adult Education was aware that without a viable national programming service, stations would not benefit the general public for long, especially during evening hours. In fact, some communities and institutions were reluctant to take advantage of the channel reservations until a national program service was assured.

The Educational Television and Radio Center was developed by the Fund in 1953, and was originally housed in Ann Arbor, Michigan. The Fund supported the Center until 1957, at which time the financial commitment to the program service was absorbed by The Ford Foundation. Since inception, N.E.T. - as the Center is known - has been dependent for the bulk of its income on foundation grants and gifts, and such dependency exists today. (See Figure 1.) At one time, fees paid by affiliated stations provided income for the Center. These fees have been reduced to token amounts, however, in an attempt to allow stations the money to develop programs locally.

Now located in New York City, N.E.T. provides five hours weekly of general programming for educational television stations. N.E.T. functions mainly as a producer, a procurer, and a distributor of informal educational programs that are usually broadcast during evening hours. Current annual income for N.E.T. is more than $8,000,000, and it is hoped that this valuable service, and the annual budget, will increase considerably.

Regional Networks and Exchange Libraries

The production of programs for use by educational television stations is vital, but no less important is the manner and efficiency with which the programs are distributed. There are basically two systems for program distribution: networks and exchange libraries. Networks allow many "member" stations to use common programs. If the stations are interconnected, the programs can be simultaneously broadcast, with origination at only one station; if the stations are not interconnected, the programs have to be taped or filmed and mailed from one location to another.

Exchange libraries are storage and distribution centers for videotapes and films, though libraries sometimes function in part as information centers or "brokers" for tapes and films available across the country.

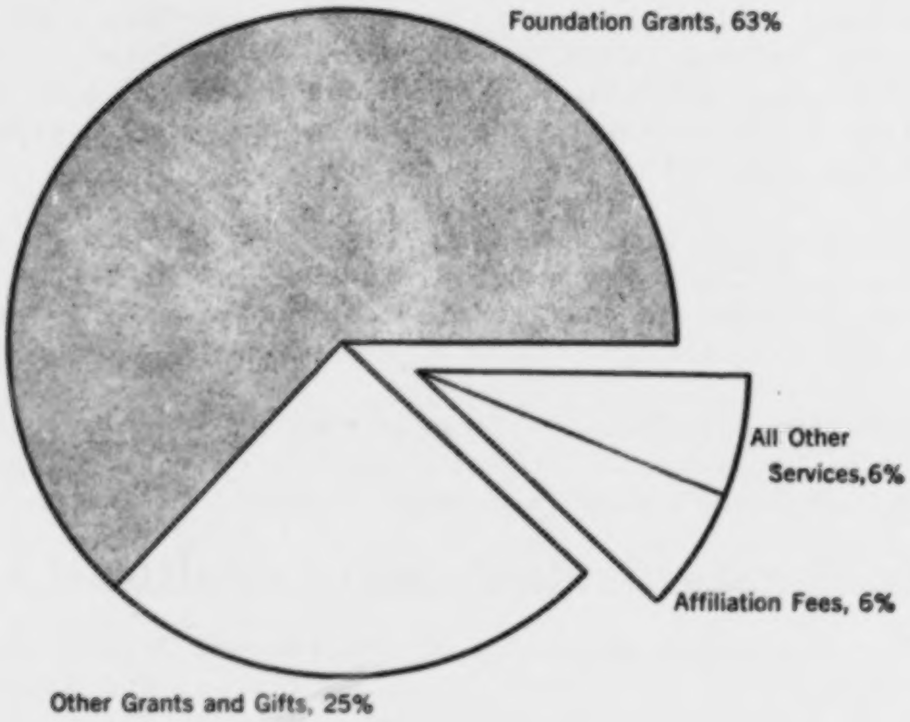
Three ETV networks exist, though actual interconnection among their stations is to a large degree not yet accomplished. Affiliates of the National Educational Television and Radio Center make up a national tape network, though programs are not simultaneously broadcast nationally. Tapes are mailed to affiliates for local broadcasting. The signature of this network, seen on its programs, is N.E.T., National Educational Television.

Two regional networks are in operation, though only one of them involves interconnection that crosses state lines. Fourteen stations are affiliates of the Eastern Educational Network, and half of them are interconnected. The annual budget is about $70,000, and member stations, stretching from Washington, D. C. to Maine and westward to the Ohio border, support the undertaking.

The other network is incorporated as Midwestern Educational Television. Its headquarters is in Minneapolis, and its goal is the actual interconnection of stations in six states. While working toward that end, M.E.T. provides a

Fig. 1

NATIONAL EDUCATIONAL TELEVISION AND RADIO CENTER
SOURCES OF INCOME, 1953-64
(Total NETRC Income, 1953-64: $44,183,375)



program exchange service, enabling its stations to use recorded programs. M.E.T. is supported through annual fees paid by the member stations, foundation grants and special assessments for unique projects.

Several states have developed educational television networks, some of which involve extensive interconnections. These cannot be considered "regional" or "national," however, since none of them crosses state boundaries.

Three libraries have been developed for the distribution of instructional programs. All of them were started as projects supported by Title VII of the National Defense Education Act. One is operated in cooperation with the Eastern Educational Network, with headquarters in Boston, and another is at the University of Nebraska. Both have active instructional program exchange services, and both depend on outside support.

The National Instructional Television Library is administered by N.E.T. in New York City; its original contract with the U. S. Office of Education has been extended so that it can continue providing service on a national basis, at a new location.

A National Television Program Exchange Service, devoted to national distribution of programs not produced specifically for classroom use, is being developed by the Educational Television Stations division of NAEB.

Educational Television Stations - a division of N.A.E.B.

The National Association of Educational Broadcasters is almost as old as broadcasting itself. In 1925, it was formed as the Association of College and University Broadcasting Stations, and one year later it had more than forty member radio stations. Two important and major changes have occurred in the Association's constitution over the years, one in 1934 and the second almost thirty years later.

In September, 1934, the organization's name was formally changed to the National Association of Educational Broadcasters, and membership was widened to include not only stations owned by colleges and universities, but also educational institutions using commercial stations for regularly scheduled educational programs. Eligibility for membership was also opened to individuals, the only requirement being an interest in the field.

Building an exchange service for radio programs was one of the important activities of NAEB for the next several years. It started with only one wire recorder, which made the rounds of the member stations, but it was clear that the distribution of programs in educational broadcasting was essential.

After 1945, it became increasingly clear that educational broadcasting would soon include television, and at the 1948 NAEB Convention, a resolution was passed urging the FCC to reserve television channels for educational purposes.

Within a decade, educational television stations were operating in many areas across the country, and the types and number of NAEB members grew so rapidly that in 1963, again at the annual NAEB Convention, a new constitution was approved by the Association. This marked the beginning of a new era in the organization. Four divisions of NAEB were formed: (1) the Radio division (National Educational Radio); (2) the Educational Television Stations division; (3) the Instructional division; and (4) the Individual Member division. Each is able to provide special services to its constituency.

The Educational Television Stations division was quick to organize. By March of the following year, a Board of Directors had been formed, with Robert F. Schenkkan - KLRN, University of Texas - as its Chairman, and an Acting President had been appointed. The Board of Directors consisted of Chairman Schenkkan; Gerard L. Appy, WGTV, University of Georgia; Dr. Keith M. Engar, KUED, University of Utah; Richard B. Hull, Telecommunications Center, Ohio State University; Dr. John C. Schwarzwalder, KTCA, Minneapolis; and Donald V. Taverner, WQED, Pittsburgh.

The Board invited C. Scott Fletcher to return to the field in which he had been so active as President of the Fund for Adult Education, and to become President of the new organization. Because of his personal business commitments, Fletcher could accept only on a temporary basis as Acting President. In doing so, he said, "A strong and national organization of educational television stations is essential. NAEB-ETS must become that organization." One of the Directors, Mr. Appy, secured a six-month leave of absence from the University of Georgia, and with him as Vice President, NAEB-ETS moved ahead. On the Board of Directors, Mr. Appy was replaced by Hartford N. Gunn, Jr., WGBH, Boston. In January, 1965, Fletcher became Executive Consultant to NAEB-ETS, and Chalmers H. Marquis, Jr. joined the staff as Executive Director.

Fletcher was well acquainted with educational television stations, as well as the financial problems confronting them. He discovered that many of the financial difficulties of the 1950's still existed, but this time it was clear to him that philanthropy and seed money would not be enough.

"We must take immediate action," he said, "to investigate the financial structure that supports all aspects of educational television station activities, and we must move toward development of a plan for financial stability."

This Study on Long-Range Financing of Educational Television Stations was the first step toward that goal.

THE FINANCING OF EDUCATIONAL TELEVISION STATIONS

PART II

Analysis of Financial Statements
from
Ninety-five Educational Television Stations

PART II ANALYSIS OF FINANCIAL STATEMENTS FROM NINETY-FIVE EDUCATIONAL TELEVISION STATIONS

Systems of Broadcasting

Over the years, commercial television broadcast licensees have functioned with a term that appeared first in railroad law, and has yet to be defined: "public interest, convenience and necessity." The definition is elusive, to be sure, and a great variety of broadcasting activity can be supported with referral to that enigmatic phrase.

Educational television licensees, on the other hand, have what appears to be a simpler charge: they are to serve the educational needs of the communities they reach. They do not have difficulty in defining their mandate, and since they must operate on non-profit and non-commercial bases, their problems also are easily identified. Their collective major problem is the long-range support of stations and attendant programming services.

There are basically only three types of broadcasting structures in the world. The first is as we know commercial broadcasting in this country. Under the banner of private enterprise - the basis of many of this nation's undertakings - those fortunate enough to be licensed by the Federal Communications Commission may embark on this business venture, and they may operate for a profit. In using public frequencies, the commercial broadcasters have temporary possession of a mighty tool of mass communication, and in almost every case the size of their audience has a direct bearing on what they charge advertisers and therefore what they earn.

A second type of broadcasting structure is that of educational broadcasting in the United States. It is unique. It must serve educational needs by providing informational and cultural programs, as well as direct instruction, to its audiences. Under the FCC's "non-commercial and non-profit" rule, educational television stations in this country function with no universally common and assured means of support. ETV stations in this country are not interconnected, except for state networks and one regional network.

The third broadcasting system common in other countries is that which is owned and operated, or chartered, by a nation's government for the entertainment and education of the populace. The mission is to provide a general broadcast service, with continued and guaranteed support from one or more of three sources: (1) government grants, (2) annual licenses required for private ownership of television receivers, and (3) a tax on the sale of television receivers. Budgets for television broadcasting in these countries are undoubtedly submitted as with any government operation, but there is little doubt each year that substantial support will be forthcoming. This type of broadcasting is the most common in the world,* though the controlling body might be a commission, a board of trustees, or even a single federal officer. Virtually all countries with this type of broadcasting service enjoy the benefits of interconnection, which allows for simultaneous broadcasts.

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*Those using fees for ownership of receivers, for instance, include Australia, Belgium, Canada, Czechoslavokia, Denmark, France, Greece, Hungary, Ireland, Italy, Luxembourg, Norway, Russia, Spain, Sweden, United Kingdom, West Germany and others.

A few countries in which more than one television service exist are considered below, to show amounts of money now being used for broadcasting in various areas of the world.

Japan

Japan Broadcasting Corporation -- Nippon Hoso Kyokai -- operates under the Broadcast Law of 1950, which was passed to "regulate the broadcasting enterprises so as to meet public welfare and attempt its wholesome development." Listener and viewer fees help to support this vast non-commercial, non-governmental undertaking. (There is also a commercial television service.) NHK operates one hundred and fifty-two educational television stations and one hundred and sixty-two "general" television stations, with viewers paying monthly fees of less than $1.00 each. More than 80% of the homes are reached, each of which contributes to the self-supporting NHK. The Corporation's annual budget exceeds $200,000,000, which is for two radio networks and two television networks, and of which a substantial amount is for educational and public service broadcasting. It has been estimated that Japan spends one-third of one percent of its national income annually on NHK. In terms of equivalent U. S. purchasing power, this amounts to more than a billion dollars.

Great Britain

The British Broadcasting Corporation, which is non-commercial, and with nearly 100% coverage, was established by Royal Charter; nine appointed Governors are the members of the Corporation. The BBC's responsibility includes not only programming but also all installations and transmission of signals. The mission of the Corporation is to provide a public broadcasting service for reception in homes and overseas.

The BBC is supported mainly through a system of receiver licenses, and in the fiscal year ending March 31, 1964, the BBC collected close to $90,000,000.

The BBC makes its own programming decisions, and it is virtually free of government control.

Canada

The Canadian Broadcasting Act of 1958 authorizes the eleven directors of the Canadian Broadcasting Corporation to operate "a national broadcasting service." The Corporation hopes (1) to be a complete service, providing a variety of programming to a variety of audiences, (2) to bring the huge country together, through common interests and interconnection, (3) to be predominantly Canadian in content and character and (4) to serve fairly the two languages and two cultures in Canada.

Canadian television, with 94% coverage, is a combination of public and private enterprises, and two-thirds of the audience can now choose between the two services - commercial and non-commercial. Privately owned stations, licensed by CBC but supported wholly by advertisers, provide lighter entertainment. Most of the public service programming can be found on the stations supported with public funds. Private stations serve as affiliates of the national television system, and have access to programs supplied by the national service.

CBC receives 59% of its operational money from Parliamentary appropriations, 11% from governor general special warrants and the remaining 30% from advertising revenues. For the fiscal year ending March 31, 1964, CBC received an income of approximately $115,500,000. Of this amount nearly $32,400,000 came from advertising.

The United States

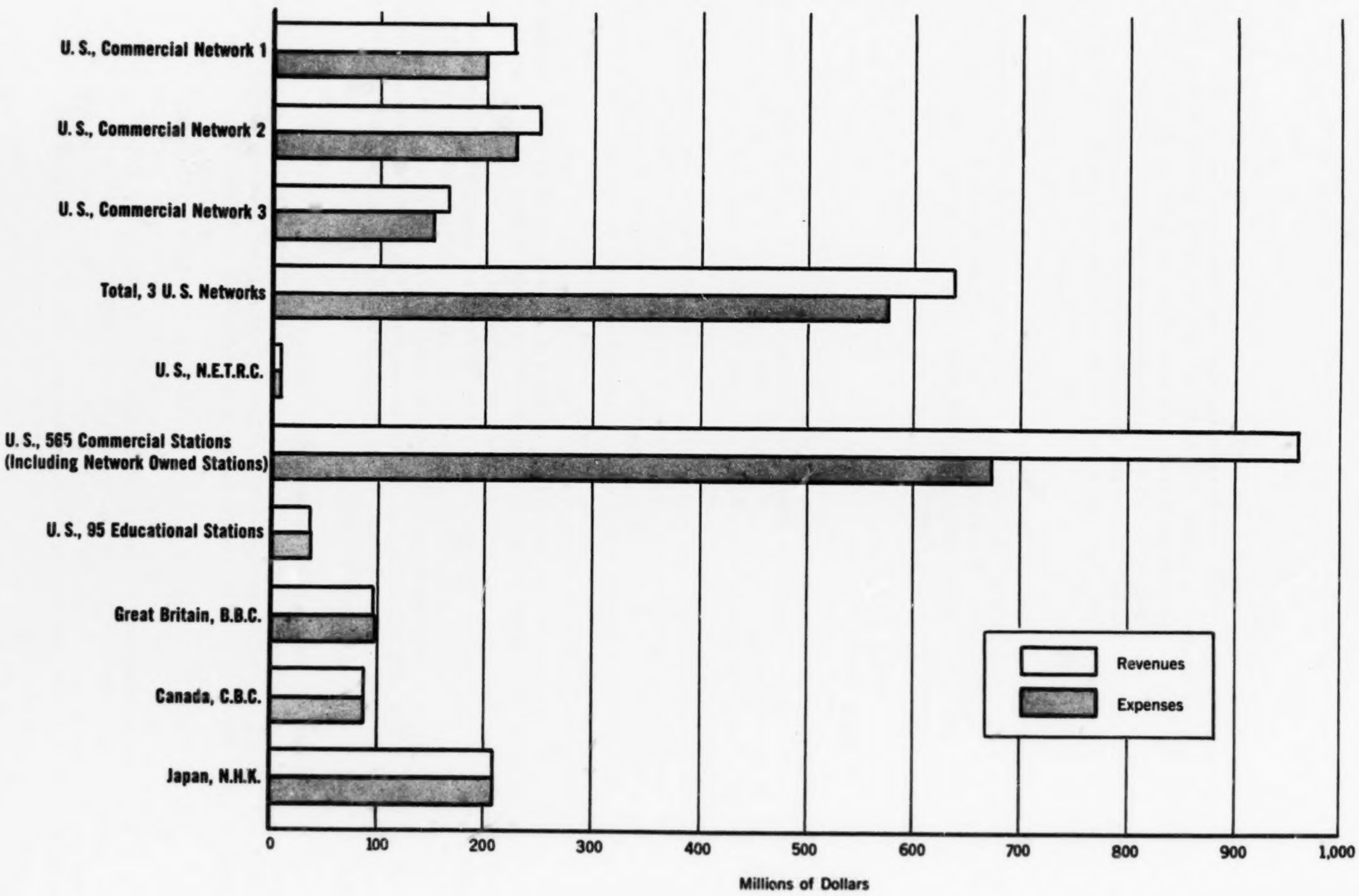
The United States itself is somewhat confusing, since public service programming in this country is not easily isolated. The commercial broadcasters, while emphasizing the kind of entertainment that attracts a large and continuing audience, do devote a portion of time to public service programs. The ETV licensees, operating under completely different auspices, are primarily interested in formal educational and public service programs. In comparing the costs of commercial and educational television enterprises, therefore, it must be remembered that some commercial programming has educational value. Nevertheless, it is interesting to see what revenues are involved in this country's commercial television, in contrast to the money presently available for television dedicated solely to educational needs. Figure 2 shows these figures, with appropriate entries for selected foreign countries. (Figures for Great Britain, Canada and Japan are more comprehensive than those for the United States and include some services other than television. The figures do represent amounts involved in non-commercial broadcasting, however, the bulk of which - in each country - is for educational, cultural and informational television.) As shown, the commitment in the United States to educational television is slight, even though the increase in number of ETV stations since 1952 has been impressive. Incomes for commercial networks have been estimated on the basis of available information.

Figure 2 shows that educational television stations - the core of America's second system of broadcasting - are not fortunate in having large incomes. Three basic means exist by which ETV stations receive money, though none of them is necessarily continuing, guaranteed or substantial:

a) Direct Budgeted Support. More than half of all money received by ETV stations each year comes from schools, universities, and states, which provide money for their stations through direct budgeting. (This involves state and local public money; school funds and state tax dollars are being used for the continuing support of educational television stations.)

Fig. 2

REVENUES AND EXPENSES OF BROADCAST SERVICES



b) Gifts Grants and Donations. Some stations make direct appeal to their audiences and to appropriate foundations and businesses. (In some cases, individuals contribute as "subscribers" in that they receive monthly program guides in return for contributions beyond certain amounts. In others, individuals make outright gifts to the stations, as a result perhaps of telephone campaigns or door-to-door canvassing. Gifts from businesses, commercial broadcasters and foundations provide some support for ETV stations and for N.E.T. programming.)

c) Services. Many stations earn money by producing programs or by renting facilities. (Production contracts are arranged with local educational institutions, commercial agencies, the National Educational Television and Radio Center, or other concerns. Outside agencies sometimes use the machinery of television at educational stations, for purposes other than broadcasting and for which they pay rental fees. Money earned through services amounts to about one-fifth of all ETV station income.)

Thus, educational television stations in this country are alone in the world in having no nationally basic sources of income.

The Survey

Scott Fletcher realized, soon after assuming office, that information concerning present financial situations among ETV stations was seriously lacking. He said at the time, "I have found not only that we must develop directions for establishment of a permanent financial structure, but also that we have to determine exactly what is the present financial status of all stations in the country." A financial questionnaire was developed and sent to all stations as an instrument for learning about the present; the Washington Conference, which is discussed in Part III of this report, was called to consider the future.

Members of the staff of the Federal Communications Commission were most generous in providing assistance and advice in the development of the new questionnaire, which was conceived to parallel the present FCC Form 324 for commercial stations. The Project questionnaire has been submitted to the FCC, and may be used for reference as a new Form 324 for educational licensees is developed. (A copy of the Project Questionnaire is included as Appendix A.)

Ultimately, all stations responded to the questionnaire, and the information gleaned from the forms was the basis of this analysis. Since every station represented at the Washington Conference submitted a complete questionnaire, a "sample" was not necessary. At the time of the study, the data collected were from the actual "population."

Stations were divided, basically, according to ownership. Those licensed to non-profit corporations formed specifically for educational television were called "community" stations; those licensed to colleges and universities, whether public or private, were listed as "university" stations; those licensed to state agencies (Boards of Regents, state ETV Authorities, etc.), were included as "state" stations; and those licensed to local Boards of Education or public schools were called "school" stations. The division of stations among these four categories is not new, though there are some who argue that such a division is misleading. Nevertheless, there are distinct operational and financial differences to be observed with this grouping.

Ultimately, the stations were divided as follows: thirty-one Community Stations, thirty-two University Stations, thirteen State Stations and nineteen School Stations.

Wide ranges appear in several categories, but still some measure of central tendency was necessary. The arithmetic mean, or "average" was used throughout, though in one or two cases it appeared to be deceptive. Where appropriate, such as in the discussion of "total income," other techniques were used to identify possible patterns.

Programming

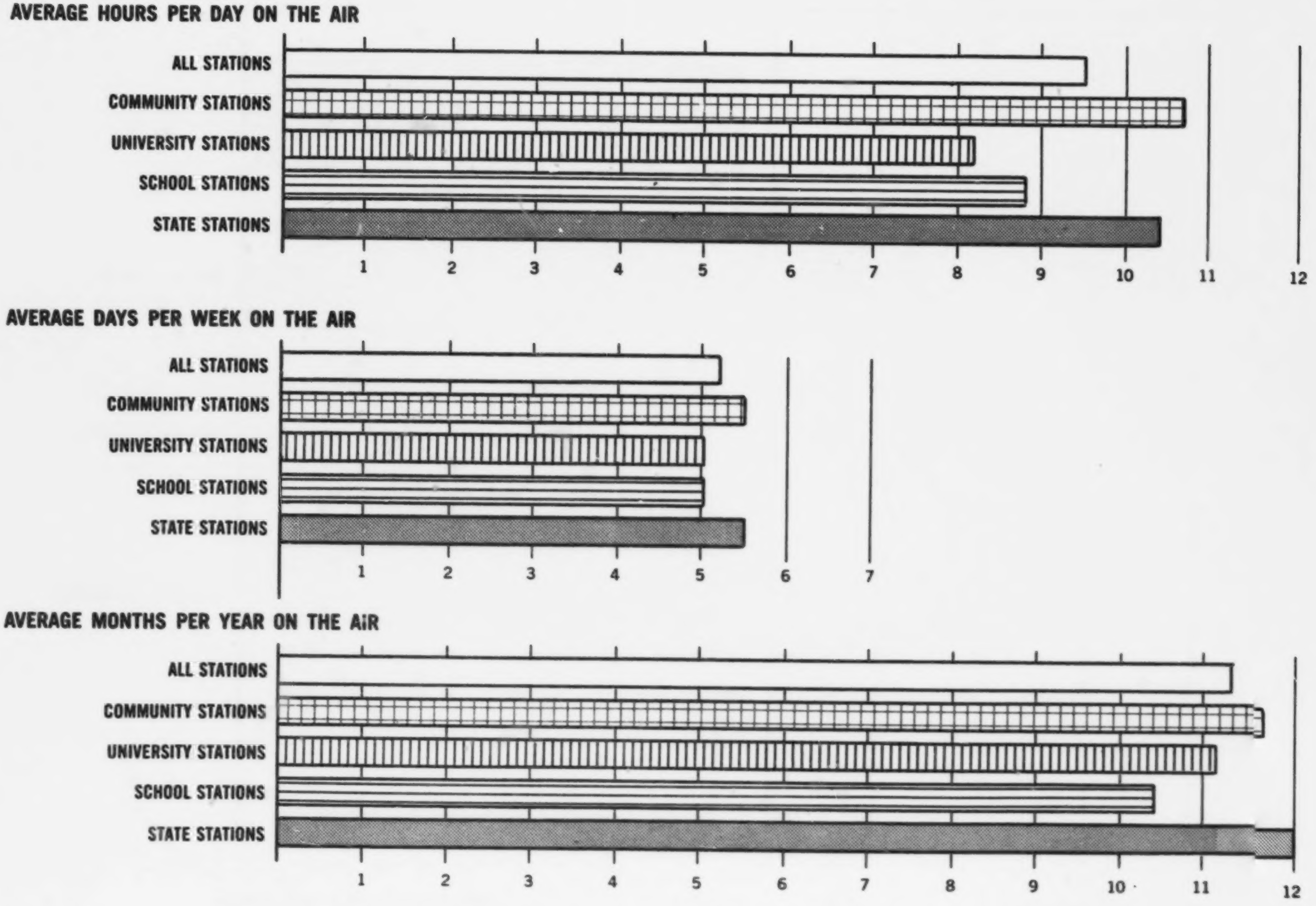
In some instances, financial structures and programming are related; for this reason each station was asked questions concerning its program schedule. The licensees were asked to indicate the amounts of time devoted to actual broadcasting, as well as the portion of total air time devoted to classroom - or "in-school" - fare.

The ranges within and among station types were not extensive, and the averages, as shown in Figure 3, do not indicate marked differences. Community and State stations tend to be on the air a little more than do University and School stations. In general, it is clear that educational television stations are on the air considerably less than their commercial counterparts, and some educational stations tend to adhere to the traditional "school" hours: 5 days a week, six or seven hours a day. Most stations broadcast a little less than ten hours a day, remaining off the air for the weekend. Surprisingly, though, the stations are leaning toward less summer vacation than might be suspected, with the exception of school stations. All thirteen state stations reported that they are on the air a full twelve months each year. Undoubtedly, school and university stations would prefer to remain on the air for longer periods. However, budgets often demand emphasis in specific areas, and there is simply not enough money left to meet more general needs. This is a programming tendency that is probably affected directly by financing.

Figure 4 shows the percentages of time devoted to in-school programming. As would be expected, school stations spend an average of amost two-thirds of their time on instructional material. University stations, which are

Fig. 3

AMOUNTS OF TIME DEVOTED TO ON-THE-AIR ACTIVITIES



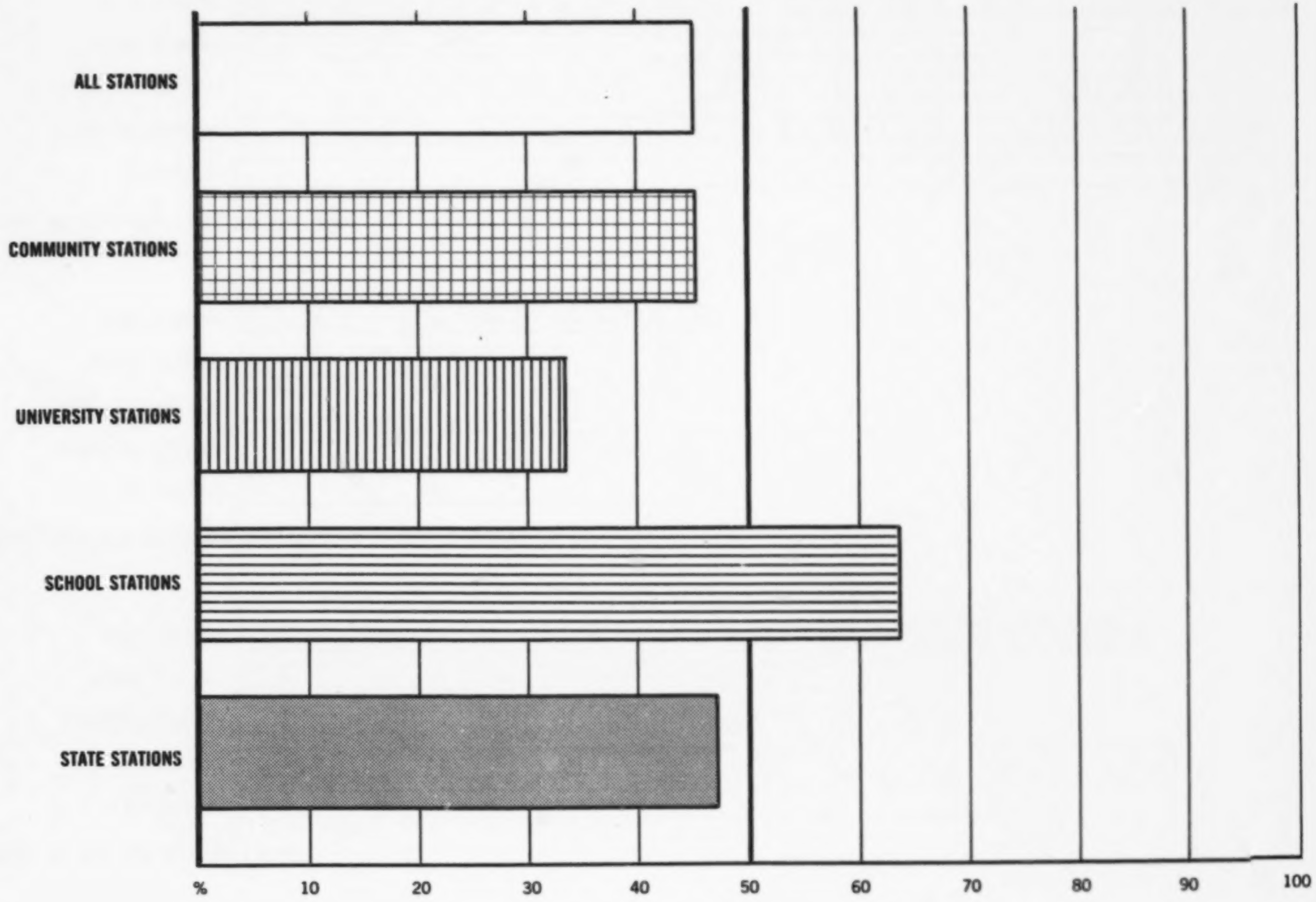
AVERAGE HOURS PER DAY ON THE AIR

AVERAGE DAYS PER WEEK ON THE AIR

AVERAGE MONTHS PER YEAR ON THE AIR

Fig. 4

AVERAGE PERCENTAGES OF TIME DEVOTED TO IN-SCHOOL PROGRAMMING



on the air less than most stations, devote about half the percentage of time that school stations do to direct teaching. The conclusion concerning all of educational television stations is that almost 50% of on-the-air time is spent in classroom television.

Personnel

44% of all money spent by educational television stations is for salaries. Beyond this, approximately $20,000 per year per station is the estimated value of volunteer services for the thirty-four stations reporting such services. One station, not yet operational, indicated that it has no full-time people on its staff. The remaining ninety-four stations indicated a total of 2,445 on their full-time staffs, and seventy-seven stations reported that they do hire part-time help. 1,199 people were in this category.

Average wages are not very indicative, since the range is obviously great. Nevertheless, the all-station mean for wages is close to $5,500. State owned stations had an average salary of $7,657.

Figure 5 shows the average number of employees at the four types of stations. Since university stations often provide training programs for students interested in broadcasting occupations, it is not surprising to note that those stations tend to rely heavily on part-time personnel.

Investments in Broadcasting Property

More than $50,000,000 are presently invested in educational broadcasting properties. These include land and buildings, though all stations were not able to estimate those amounts. (In many instances, educational stations are housed in existing buildings, so estimates of the original cost of a portion of a building become less than precise. Nevertheless, we did ask for estimates, where necessary, in order to develop at least some figure bearing on the question.)

Figure 6 shows the averages that were calculated for this entry. All values used were original costs, since estimates of depreciation accounts and current values became unwieldy. The values shown represent the average amounts that have been spent not only in putting stations on the air, but also in expanding and adding new equipment. Many stations now have two video tape recorders, for instance, but one might have been purchased recently. Thus, the chart does not necessarily show what it now costs to put a station on the air.

The average for community stations soared because of three stations in large metropolitan areas. The average without those three stations is shown by a dotted line in the "community station" bar. The conclusion is that stations ultimately invest close to half a million dollars in broadcasting property and equipment.

Fig. 5

AVERAGE NUMBERS OF FULL-TIME AND PART-TIME EMPLOYEES

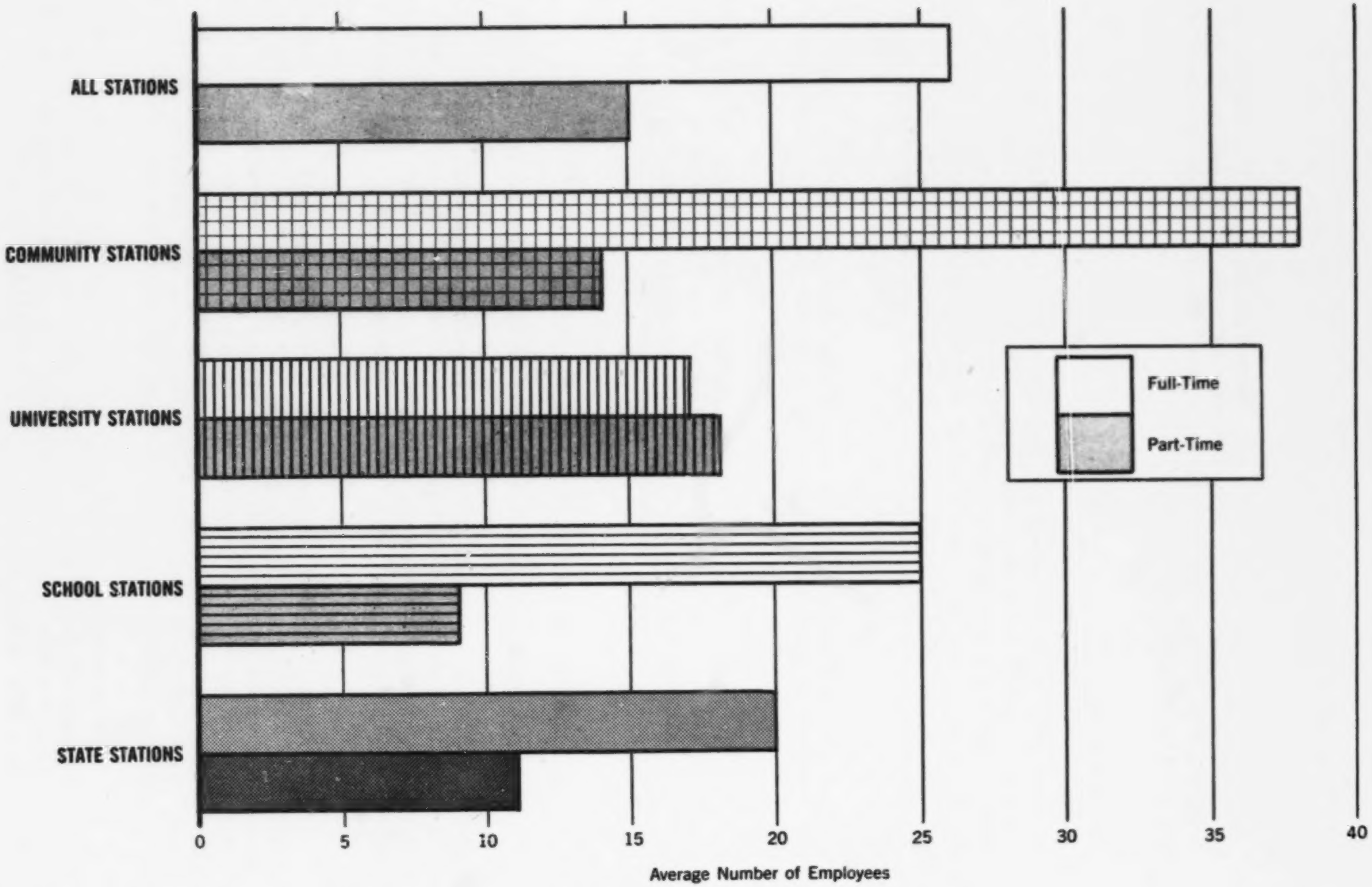
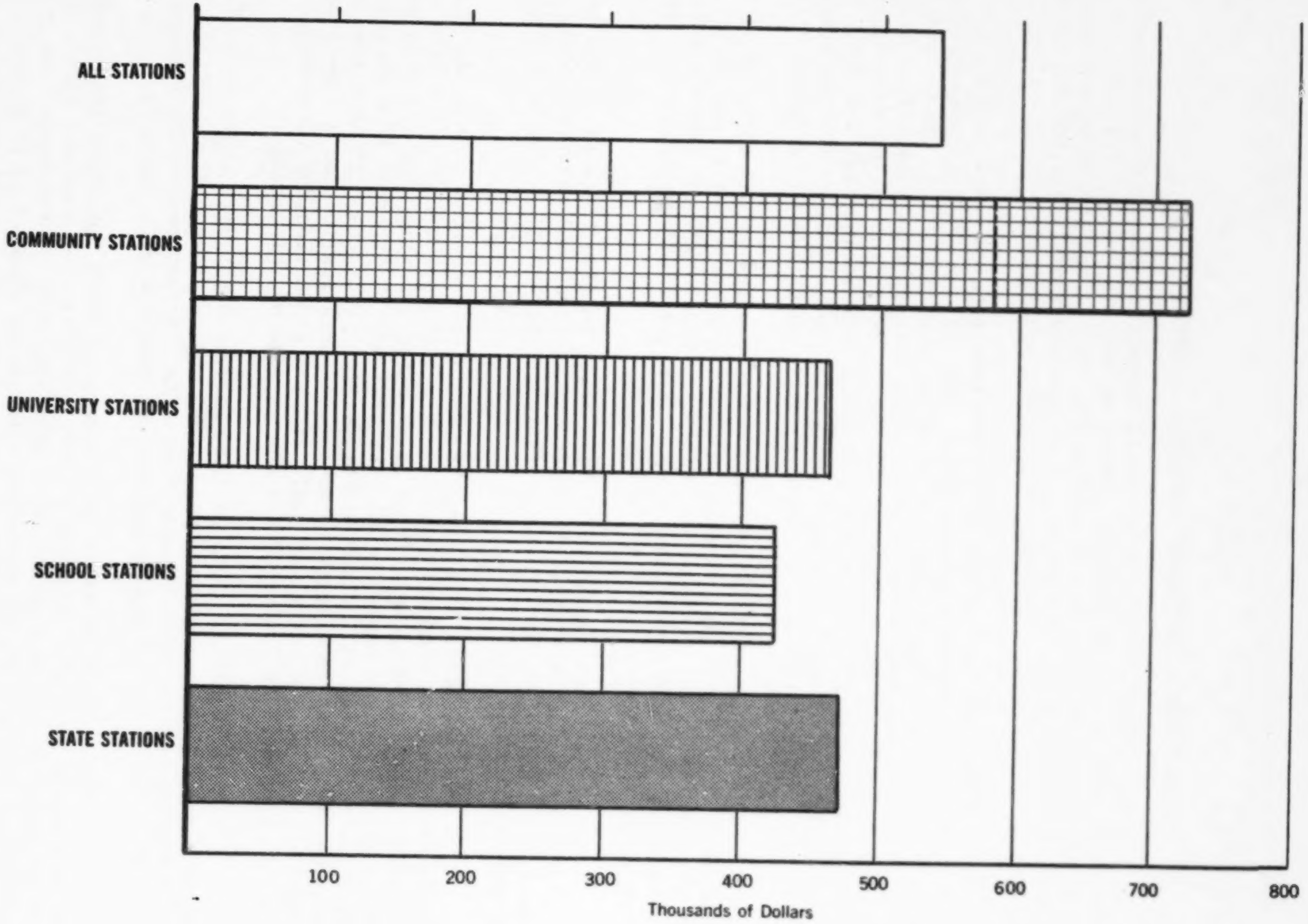


Fig. 6

AVERAGE INVESTMENTS IN BROADCASTING PROPERTY
(Total Investment by ETV Stations in Broadcasting Property: $51,239,316)



Educational Television Stations - Income

The income for all educational television stations is increasing each year. Not only are more stations coming on the air, but as stations get established in their communities, their budgets rise during the first number of years. At the time of this study, it took approximately $35,000,000 to operate ninety-five stations, an average of $370,000 per station.

More than half of the money stations receive comes from direct budgeted support. These are funds budgeted each year by a parent organization - a university, a state legislature, a local board of education, etc. - and presumably the funds are available to the station without further action. It is important, especially in considering the future financing of the medium, to note that "direct budgeted support" can and often does include tax dollars. When a state agency, a school or a public university budgets money for the operation of its educational television station, public funds are being spent.

More than one-fifth of the income reported by ETV stations is realized through gifts and grants; 35% of this comes from individuals, and about the same amount comes from foundations and industry. $2,096,000, or another 27% of gifts and grants, was reported as having come from the federal government. Miscellaneous gifts accounted for the other 3%.

The average community station takes in five times as much money from individuals as does the typical university station, and seventeen times that of the average school station. State stations reported no income from subscribers or other individuals.

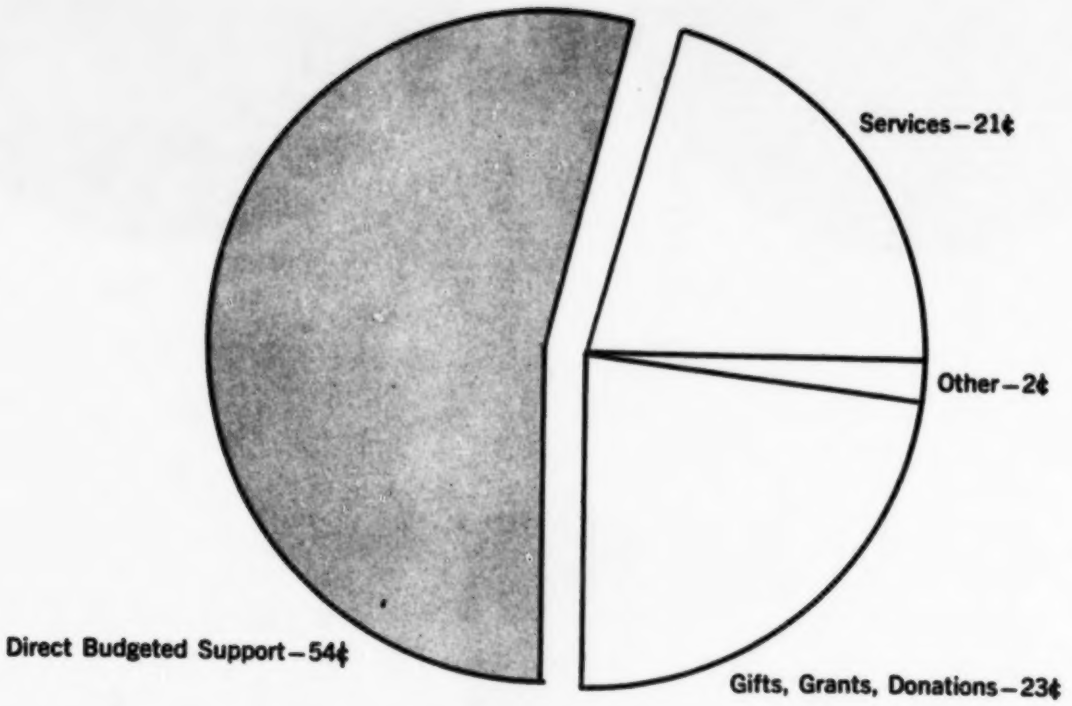
Most stations earn money by providing "services" to outside agencies or institutions. A community station, for instance, may contract with a board of education to produce and air an instructional series, and for this service, the station receives money. (This is, obviously, different from direct budgeted support.) Services include all production contracts. In addition, a station may lease its facilities to an outside organization for a non-broadcasting activity such as a filming, an audition or a production for videotape. This, too, is considered a "service" for the purpose of this study.

More than half (53%) of the money earned by ETV stations for services is as a result of arrangements with local boards of education, and another 31% is earned by way of other program contracts. Arrangements with universities account for 6%, and 10% is earned through miscellaneous services.

Figure 7 shows the major sources of money for educational television stations. In general, stations receive just about as much for services as they do in gifts, grants and donations. There are differences among stations, and some interesting patterns appear when income is treated as in Figure 8. Here, as with the charts on Programming, the school stations and university stations show some striking similarities. Both get 77% of their support from the direct budgets of their parent institutions; both earn close to 10% by providing services; both receive about 12% of total income in gifts, grants and donations.

Fig. 7

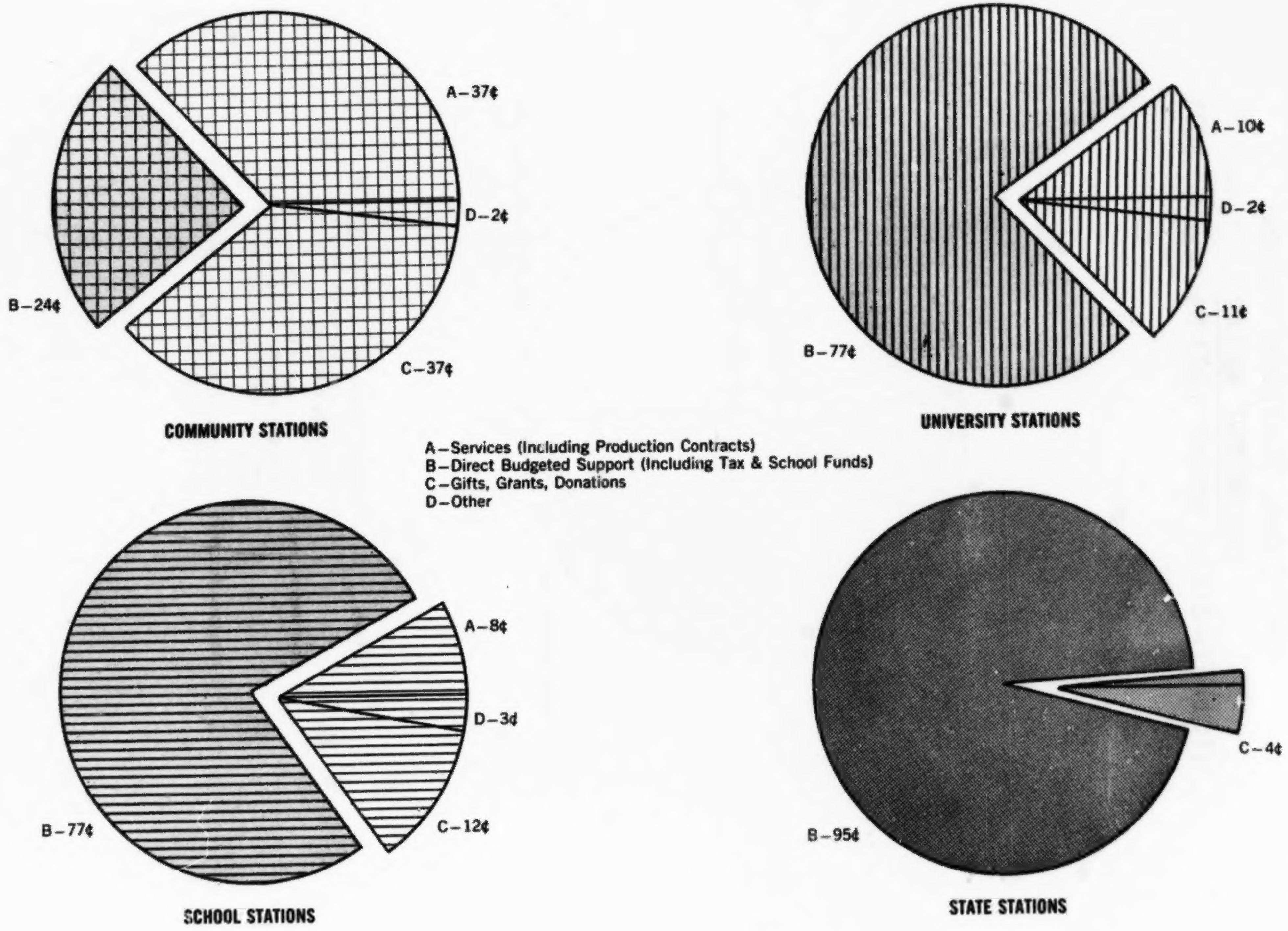
EDUCATIONAL TELEVISION STATIONS
THE INCOME DOLLAR
(Total ETV Station Income, 1963-64: $34,961,367)



Services	Program contracts with local boards of education, universities, other agencies; rental of equipment or facilities, etc.
Direct Budgeted Support	Income as a result of budgeting by parent educational organization, a local board of education, a state agency, etc. Includes tax funds.
Gifts, Grants, Donations	Subscribers, individuals, foundations, industry, federal government, etc.

Fig. 8

AVERAGE SOURCES OF THE INCOME DOLLAR



COMMUNITY STATIONS

UNIVERSITY STATIONS

SCHOOL STATIONS

STATE STATIONS

The differences among station types are most marked, as far as income is concerned, between community and state stations. The latter are financed almost wholly by direct support, while the former must rely more heavily than any other station type on services and gifts. At community stations the percentage earned through services is again equal to the percentage received in gifts, just as the two were roughly equal with university and school stations.

Average incomes by station types are pictured in Figure 9. As with amounts of money invested in broadcasting properties, a few large metropolitan stations tend to pull the average upward. While the average income for community stations is large - over $500,000 - if four large stations are omitted from the calculation, the mean drops to about $390,000, as shown with a dotted line. State stations, heavily supported with tax dollars, show up as having large budgets, while university and school stations do not.

These averages are perhaps not so indicative as they might be, and a closer look at some of the variation is appropriate. Income figures ranged from less than $50,000 to more than $2,500,000, but all types of stations were not represented along the entire spectrum. Figure 10 shows the range of income figures, with a reflection of the clusters that form among station types. University stations have not only the smallest variation in total income, but they are, as a group, operated on comparatively small budgets. The state stations show a scattered distribution, and the reason for the high arithmetic mean becomes clear, as with the community stations: one or two stations reporting uniquely high incomes stretched the ranges and averages of their particular groups.

The ninety-five stations were divided into quintiles, based on their reported figures for total income. Figure 11 shows the resulting patterns, which at first glance may be deceiving. In the first quintile - those nineteen stations reporting the lowest incomes - there are ten university stations and two community stations. The fifth quintile, which is made up of the nineteen highest-income stations, shows the reverse: eleven community stations and two university stations. The number of community stations increases with remarkable regularity with each quintile, and university stations almost match the figures in reverse. State and school stations appear in all quintiles (except Q_3), with no marked design.

Community stations, then, seem to be predominately among the high-income stations, while university stations appear in large number in the lower-income group. If we are inclined to match success with income, we would conclude that the community stations seem to be doing surprisingly well, and university stations are the least fortunate.

Figure 12 shows the fallacy of this reasoning. A full half of the community stations reported expenses greater than incomes, while only 12% of the university stations reported similar deficits. School stations were alone, among licensees, in having not one station in this precarious situation.

The conclusion to be reached is not that community stations are most successful, nor that they are least successful. Without the heavy and guaranteed support of parent organizations, such as schools, universities or states,

AVERAGE ETV STATION INCOMES—1963-64

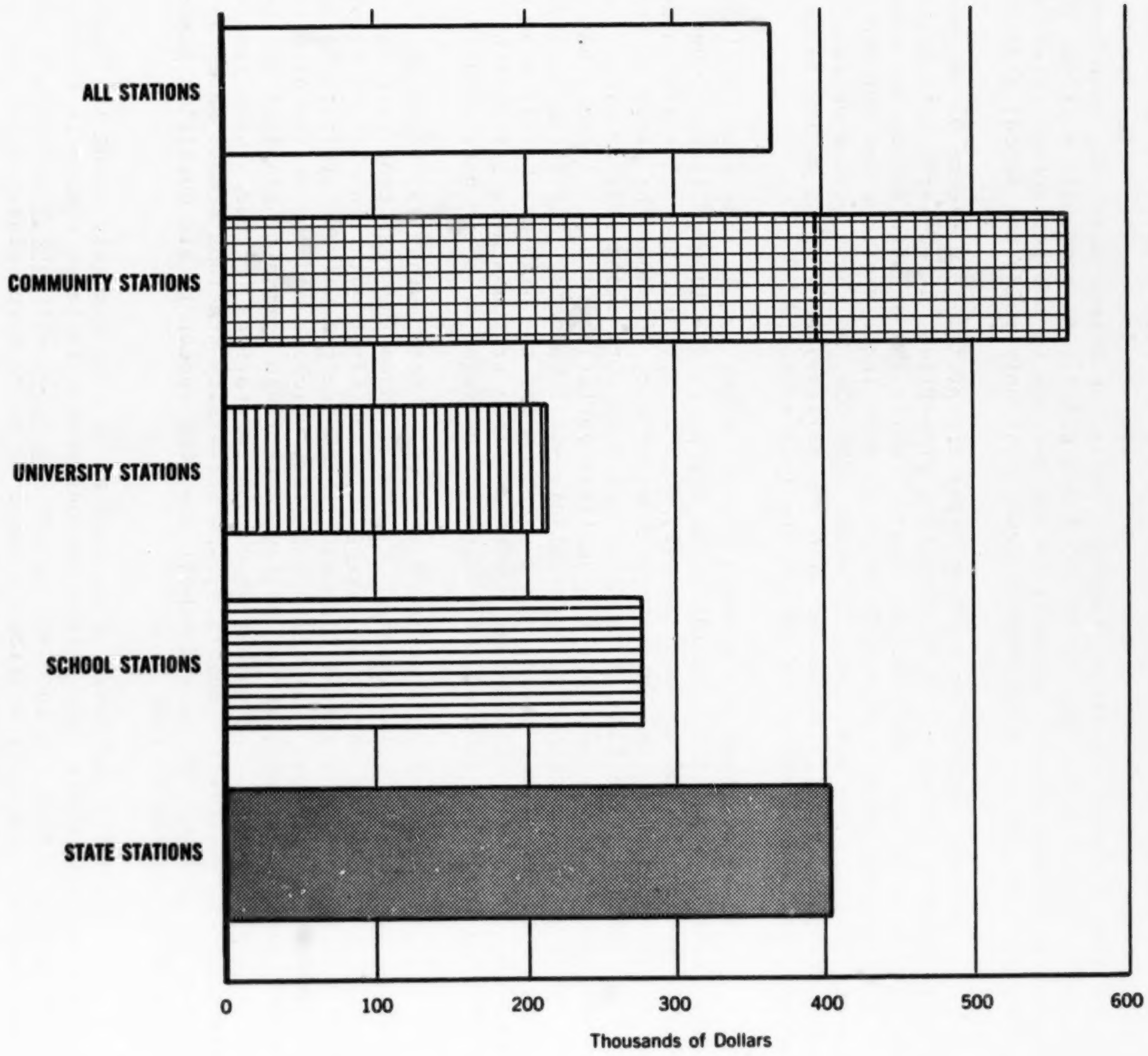
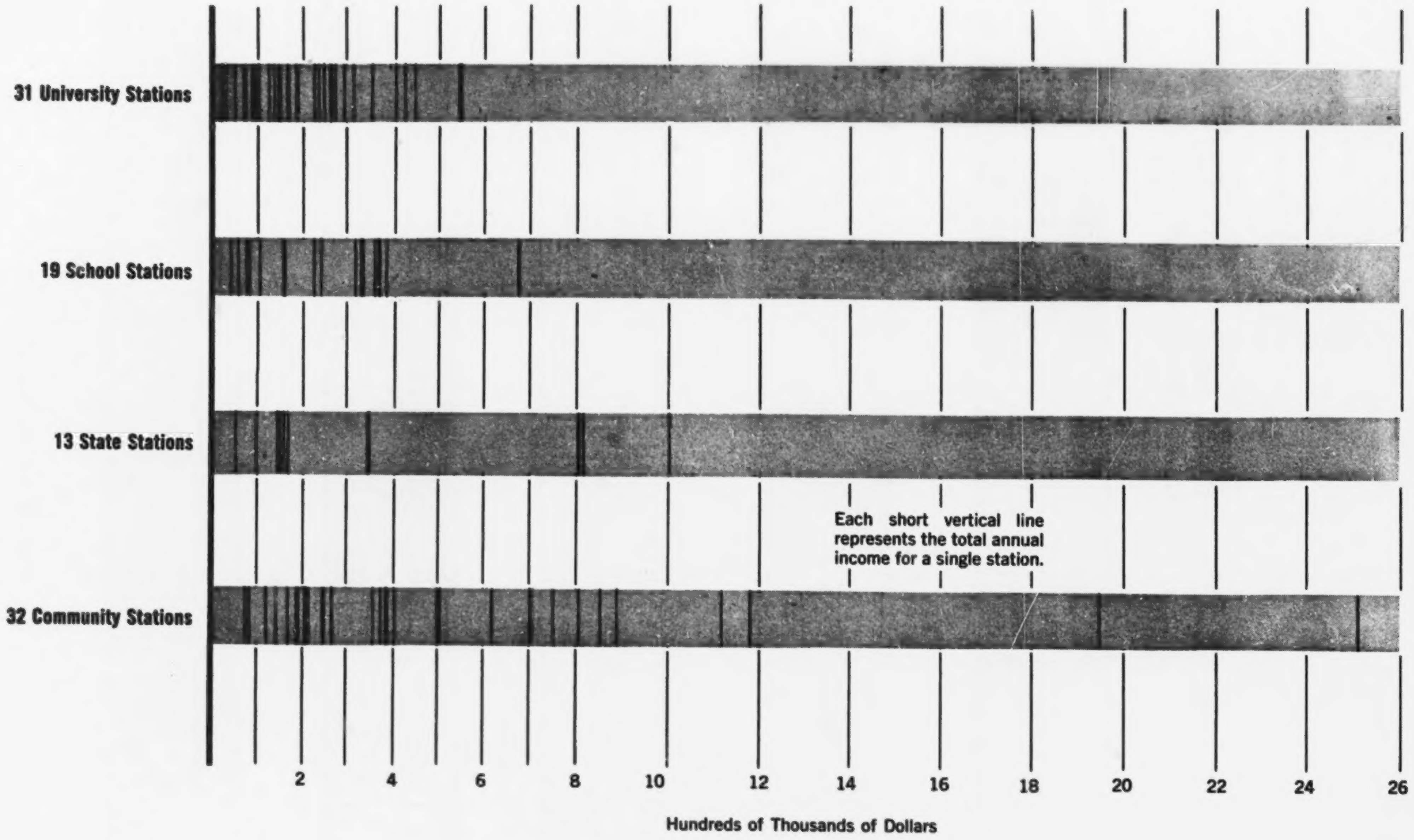


Fig. 10

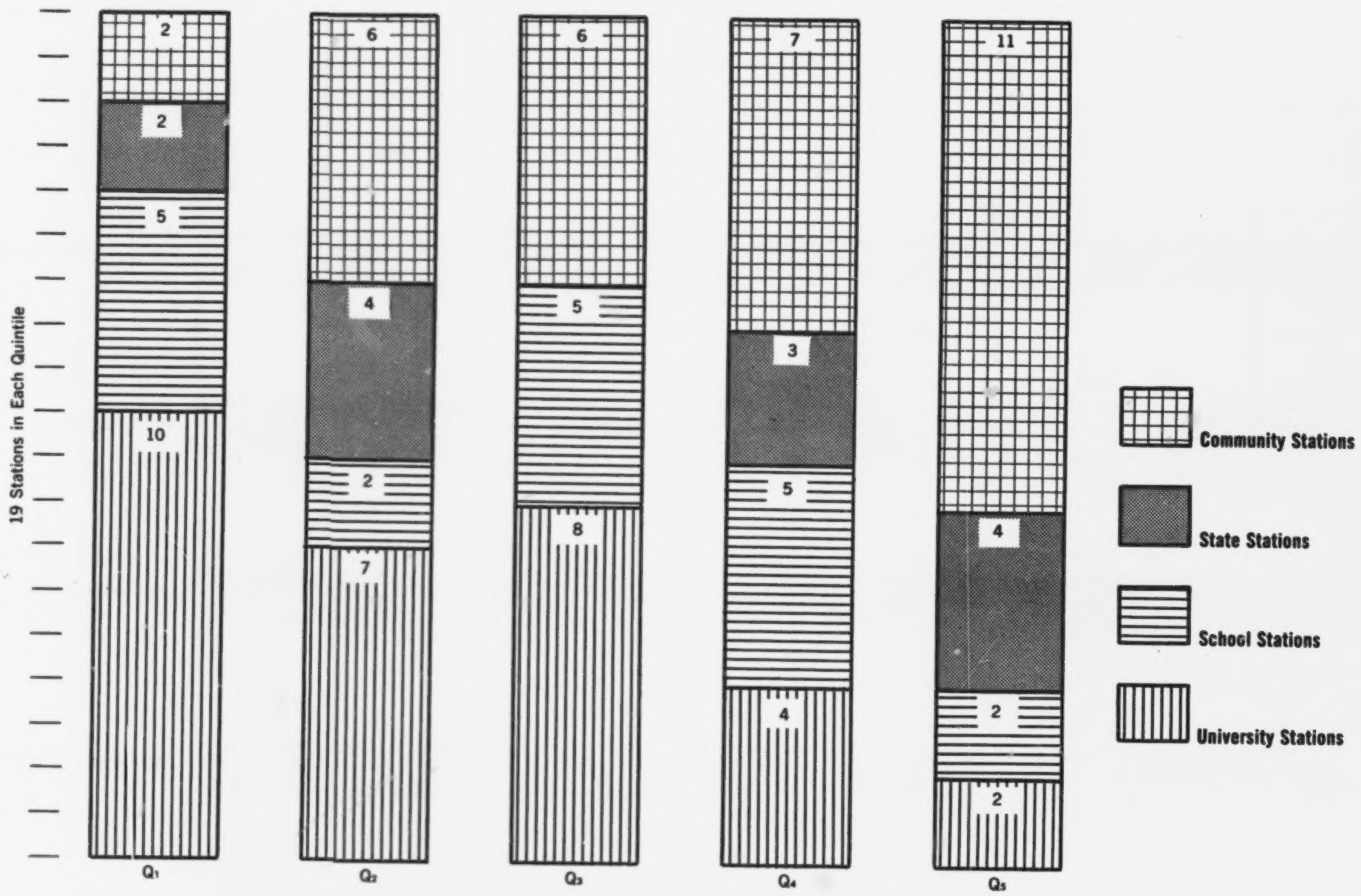
TOTAL ANNUAL INCOME BY LICENSEE TYPES



Each short vertical line represents the total annual income for a single station.

Fig. 11

ANNUAL ETV STATION INCOME—QUINTILES

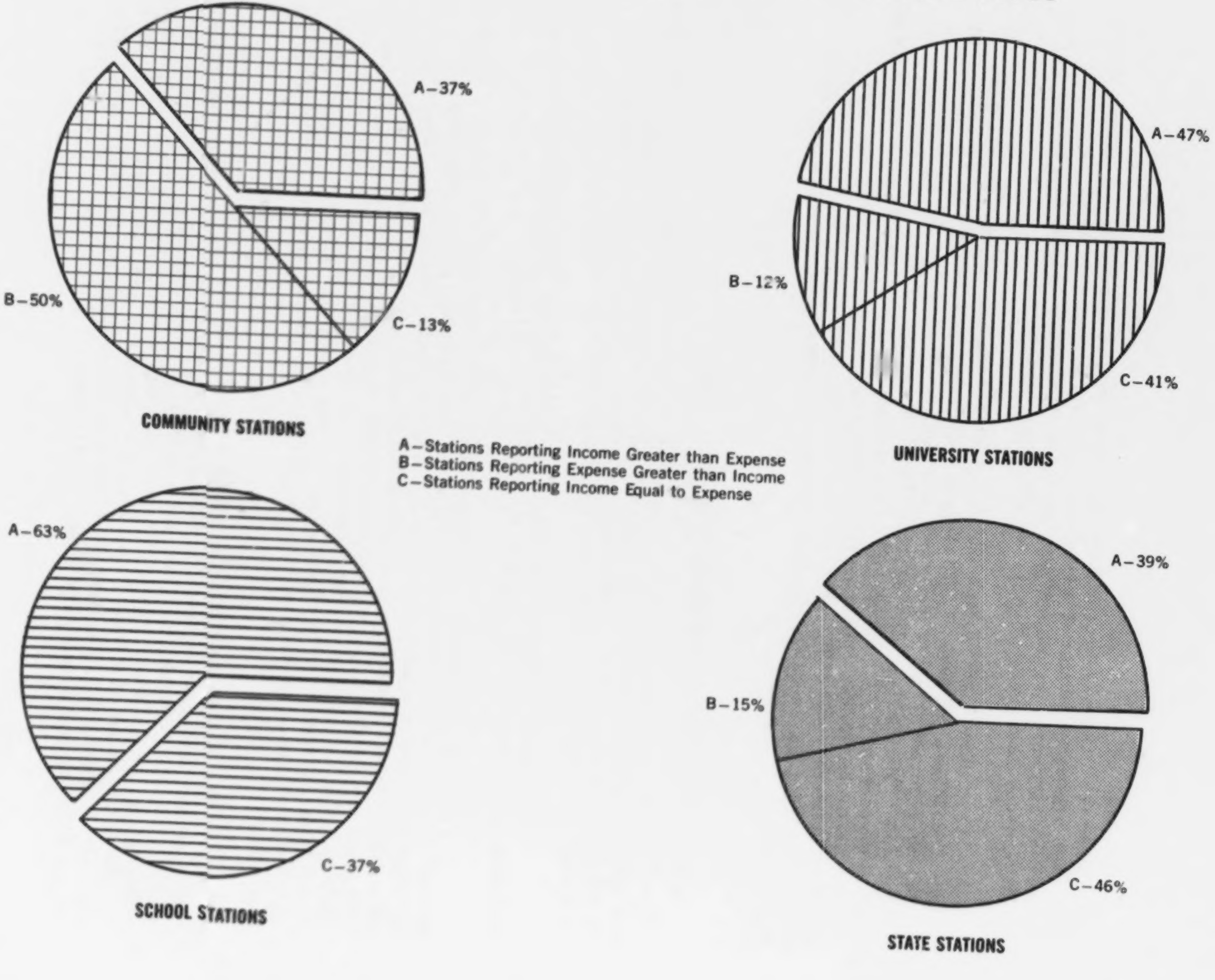


Q_1—$21,660 to $124,827 Q_2—$127,746 to $207,266 Q_3—$207,729 to $332,217

Q_4—$344,600 to $505,608 Q_5—$540,093 to $2,512,934

Fig. 12

RELATIONSHIPS BETWEEN INCOME AND EXPENSE BY LICENSEE TYPES



A–Stations Reporting Income Greater than Expense
B–Stations Reporting Expense Greater than Income
C–Stations Reporting Income Equal to Expense

these community stations become involved with larger expenses and larger debts. Costs that are often absorbed elsewhere with other stations must be faced squarely by community stations, and so their financial plight is perhaps more of a day-to-day emergency than it is with the others.

In order to get a more accurate reference for income at all stations - regardless of type - a histogram was developed, as shown in Figure 13. The income figures were grouped, and the number of stations in each group was represented graphically. The distribution is hardly normal, but normality would not necessarily be expected with this population. The Figure shows that sixteen stations (17%), operate with incomes less than $100,000, and that thirty-seven stations (39%) stay on the air for less than $200,000 a year. Only five stations are large enough to require annual incomes greater than $1,000,000.

Educational Television Stations - Expenses

There are differences in amounts of money spent by ETV stations, but the basic similarities are undeniable. Salaries are the largest expenses for stations, accounting for almost half of station outgo, and the purchase of equipment and engineering supplies is usually the next largest item.

As shown in Figure 14, stations spend 3¢ out of every dollar on procurement of programs from outside sources.

Figure 15 compares expenses among the four licensee types. As expected, the similarities are easily seen, and apparently the expenses of various stations are at least roughly proportional. There are, however, two areas that merit comment. It appears that state stations spend a surprisingly large amount in the category labeled "other expenses." This is due to the fact that two state stations operate extensive closed circuit facilities, and the heavy line charges have been included in the stations' budgets. Since there were only thirteen state stations in the study, these figures tended to distort the mean.

The community stations spend a good deal more than other station types in the category marked "overhead, affiliations, office supplies and travel." It is the overhead figure that causes the discrepancy, and this is an example of the "hidden" cost: the item covered usually by a parent organization in other types of stations. The average community station pays $53,000 annually for overhead, while school stations pay an average of $13,400, state stations $16,700 and university stations $11,000.

Summary

Part of the Study on the Long-Range Financing of Educational Television Stations involved the collection of data regarding present financial practices at ETV stations. A questionnaire was developed, and ninety-five stations participated. They were classified as follows: thirty-one community

Fig. 13

HISTOGRAM—ANNUAL ETV STATION INCOME, 95 STATIONS

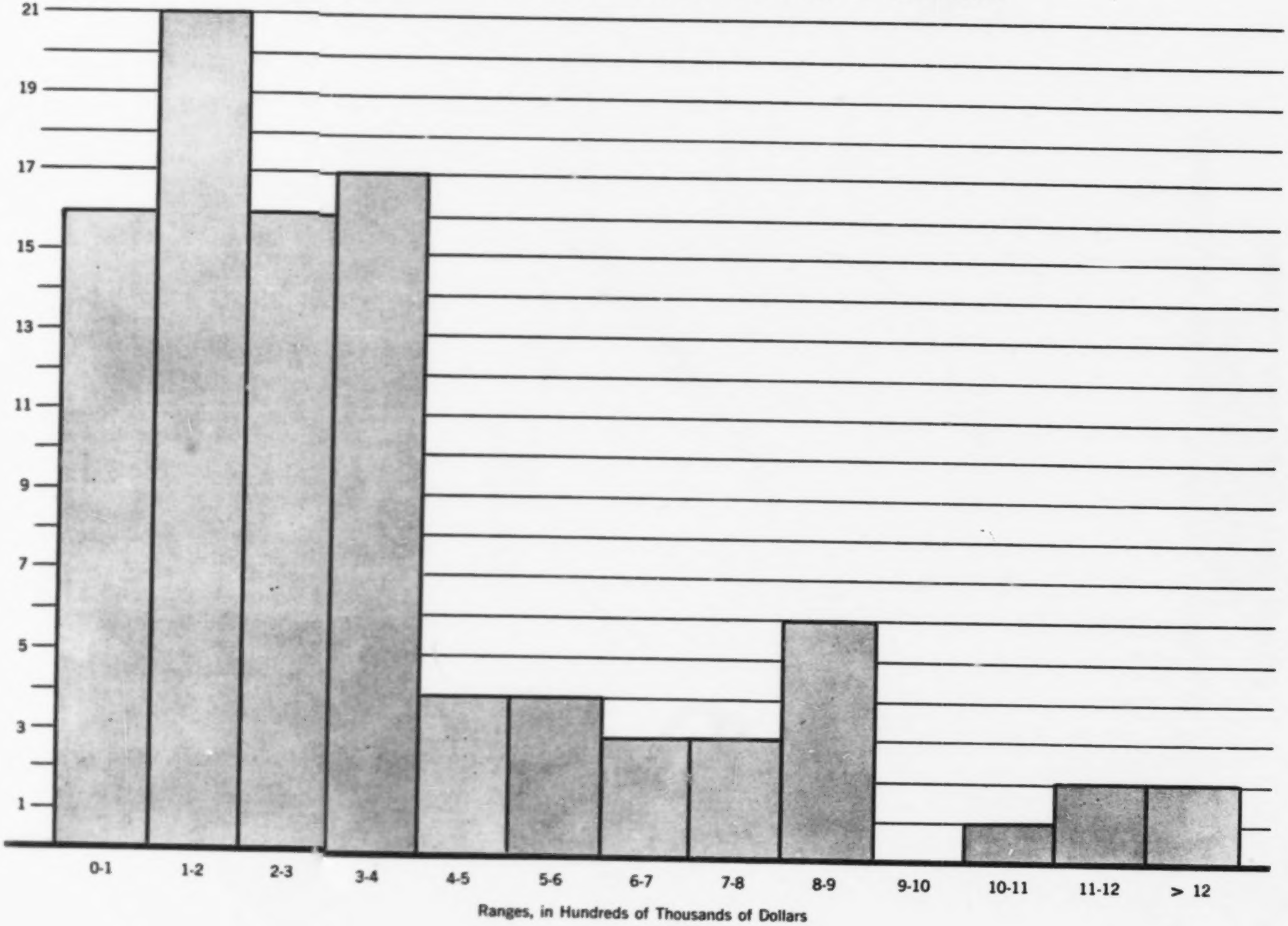


Fig. 14

EDUCATIONAL TELEVISION STATIONS
THE EXPENDED DOLLAR
(Total ETV Station Expenses, 1963-64: $35,299,885)

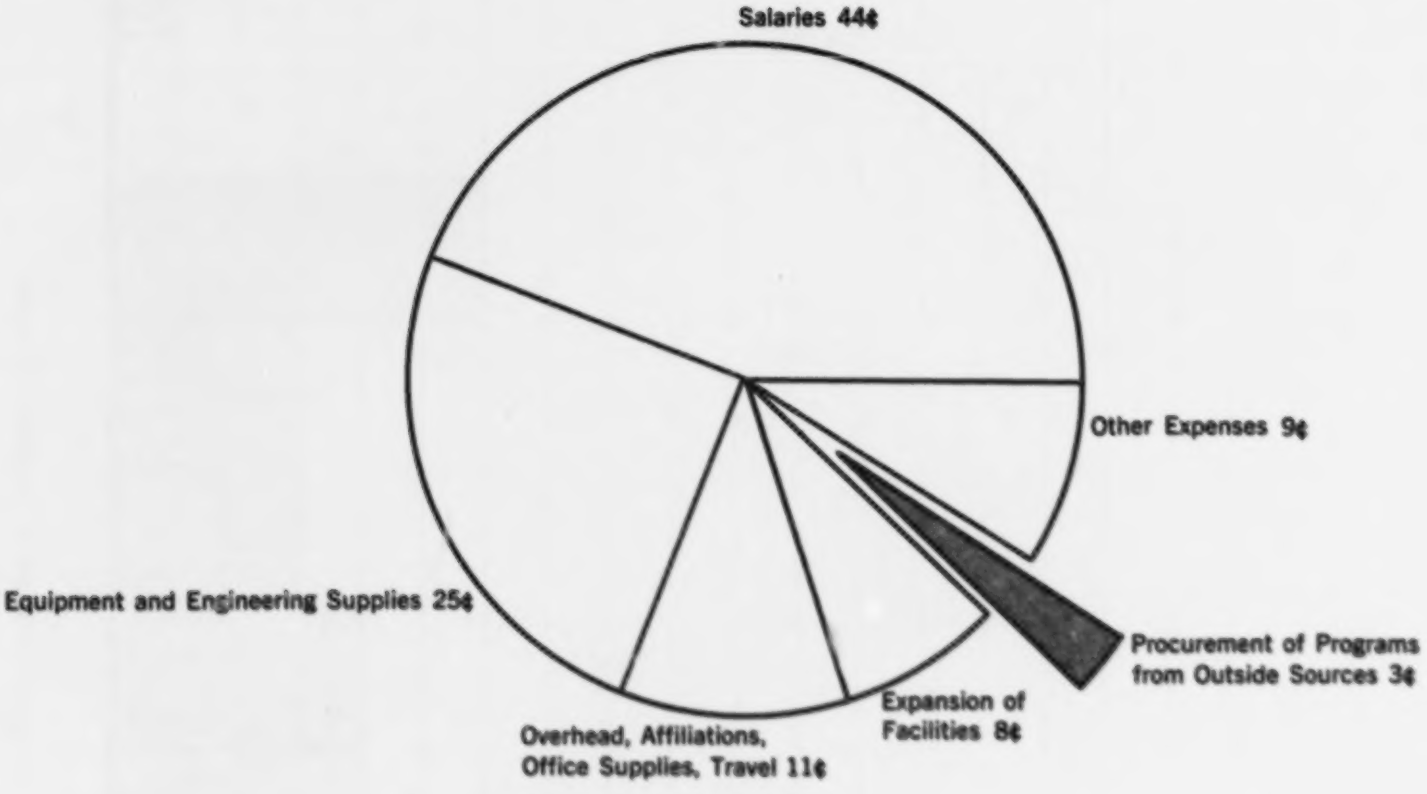
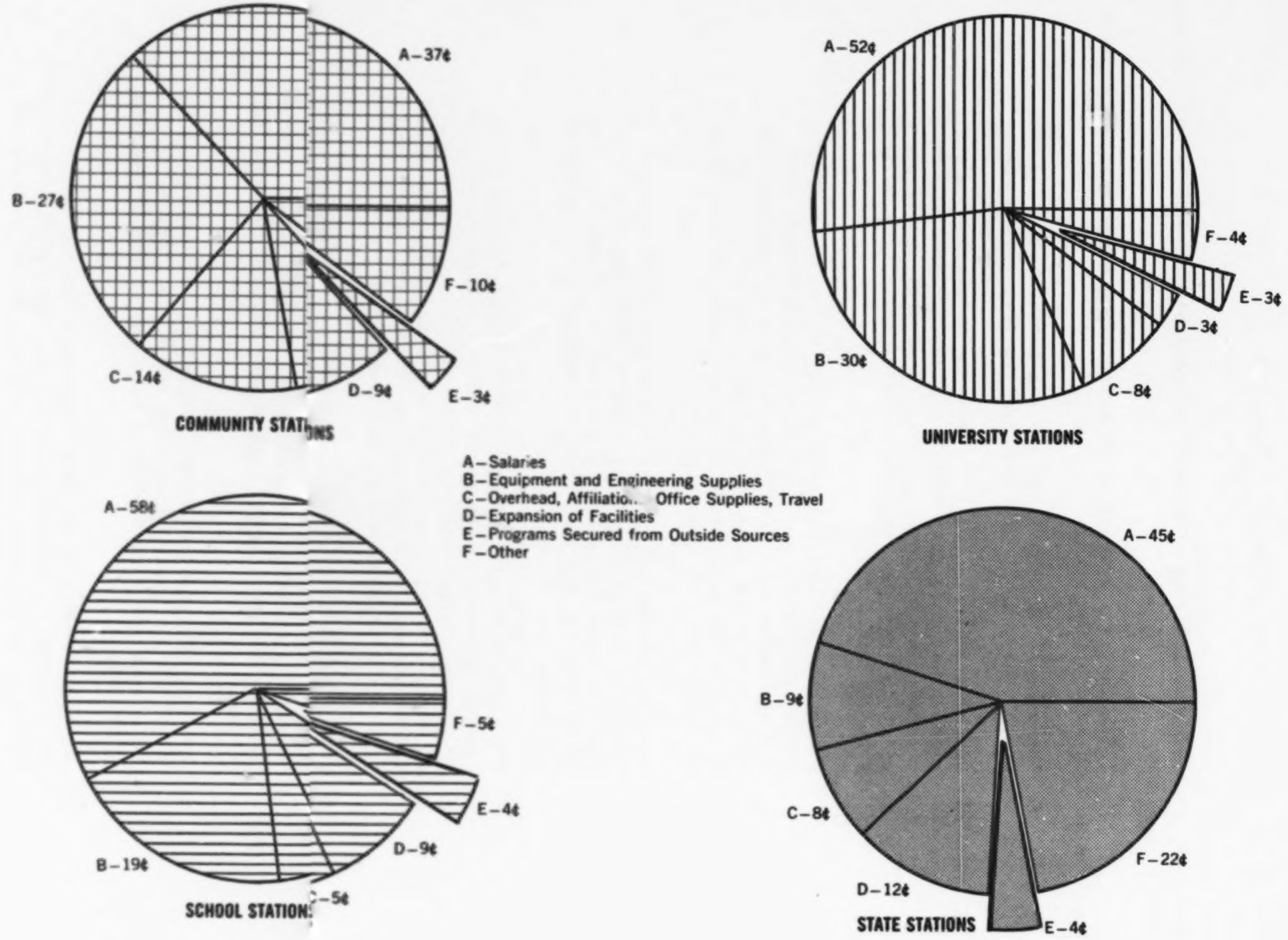


Fig. 15

AVERAGE TARGETS FOR THE EXPENDED DOLLAR



stations, thirty-two university stations, thirteen state stations and nineteen school stations.

The following is a summary of patterns among educational television stations as reflected by the study:

a) The average station is on the air between nine and ten hours a day, and a little more than five days a week.

b) School stations emphasize classroom television to the extent that more than 60% of their programming is of a direct instructional nature. Most stations devote a little less than one-half of on-the-air time to in-school broadcasting.

c) There are 2,445 people employed by ninety-five educational television stations on full time bases, with 1,199 working part-time. The average station employs about twenty-six people full-time. University stations tend to make greater use of part-time help than do other types of stations.

d) Most educational television stations, after several years, have investments of between $400,000 and $500,000 each in broadcast properties. Community stations tend to own more property than do other types of stations.

e) More than half of the money ETV stations receive comes from direct budgeted support - money budgeted each year by a parent organization. A little less than one fourth of the income realized by ETV stations comes from gifts and donations, with approximately the same amount coming from services rendered by the stations.

f) Community stations show the highest percentage of money earned through services or gifts; state stations are supported directly by state taxes for 95¢ out of every dollar, and earn very little money through contract services.

g) Average ETV station income, regardless of ownership, is $368,000 per year. Community and state stations tend to operate on larger budgets than school and university stations.

h) Station incomes range from less than $50,000 to $2,500,000. Community stations are more predominate in the higher income groups, while university stations tend to be found among the stations with lower budgets. However, a full 50% of the community stations report that their expenses are greater than their incomes. Of the other varieties, only school stations have no reports of such situations.

i) 17% of all stations operate on less than $100,000 per year, and 39% on less than $200,000.

j) 3¢ out of every dollar expended by educational television stations is used for procurement of programs from outside sources. 44¢ is spent for salaries, and 25¢ for engineering supplies and equipment.

THE FINANCING OF EDUCATIONAL TELEVISION STATIONS

PART III

The Washington Conference

PART III THE CONFERENCE

The Proposal and the Grant

In March, 1964, Scott Fletcher wrote, "The richest nation in the world has provided its entrepreneurs with a system of broadcasting that will meet their needs in the broad context of public interest; the nation has not yet provided its citizens with a system of broadcasting that will meet their needs for education, information and cultural development." The absence of a basic financial structure for educational television in the United States was one of the problems confronting Fletcher when he became Acting President of ETS.

Recommendations for a permanent and continuing financial pattern for educational television stations were not readily available. A single researcher - even with a committee of educational broadcasters - could not arrive at conclusions and make recommendations for all of educational television without the participation of the licensees themselves. It was clear that educational television stations across the country would have to become directly involved with the formulation of recommendations for national action.

In late spring, it was decided that the licensees of educational television stations would have to come together to assess the current situation and to make the required recommendations as a unit. The plan was that each station would be represented by two people - the station manager and the chairman of the governing board. (The term "governing board," as applied to educational television stations, can be confusing. Basically, it is the legal and official body that is the licensee. It is the group that is ultimately held responsible for the public trust by the Federal Communications Commission. It can be the Board of Directors of a community corporation; the Board of Education within a city, county or state; the Trustees of a college or university; a state Board of Regents; or a State Agency for Educational Television.)

The idea itself seemed quite simple, but the fact was that licensees of ETV stations had never met in one place before. Since ownership among stations is varied, so are the problems and characteristics of the stations, and over the years it never seemed feasible to bring representatives of licensees together. The station managers, on the other hand, belonged to associations such as the N.A.E.B. and N.E.T., and they had attended many regional and national meetings. Nevertheless, the station managers are not the legal custodians of broadcasting licenses, and the custodians themselves were necessary for this critical meeting.

The Conference was part of Fletcher's idea to embark on an exhaustive study of educational television station financing. The Conference was to be a key part of the entire project, the part that would give direction for the future. A proposal for a Study on the Long-Range Financing of Educational Television Stations was developed by the summer, and it was submitted to the United States Office of Education for consideration under the National Defense Education Act, Title VII, Section B. The proposal stated the background, described the problem, and requested support for the seven-month study. More than half of the money requested was to be used to pay the expenses of delegates to the Washington Conference. The USOE contract was drawn, and the Study commenced on September 10. The Conference was planned for December 7-8, 1964. Part of the expenses for the entire project were to be borne by the Educational Television Stations division of N.A.E.B.

The grant was announced in late summer, and definite arrangements were made. Dr. Frederick Breitenfeld, Jr. was brought to Washington as Project Director, and Mrs. Charlotte Wolin was hired as Project Assistant. James A. Fellows was named by N.A.E.B. as Project Coordinator.

Fletcher and the Project staff soon realized that contacting the licensees would not, in every case, be a simple matter. The National Association of Educational Broadcasters had records defining the legal entities that are the licensees, but in no more than a few instances were names, titles and addresses of governing board members known.

The first mailing to all educational television stations took place during the first week of the Study. It amounted to a letter from Fletcher to the station managers, explaining the project and asking for their assistance. The managers were asked to bring the matter of the Washington Conference to the attention of the chairmen of their governing boards, and to give NAEB-ETS the names, titles and addresses of those who would represent the stations at the Washington meeting.

Response was immediate and beyond all hopes. Letters of encouragement poured into the ETS Offices, complete with the needed names and addresses, and within a number of weeks formal invitations had been sent to the chairmen of the governing boards or those designated to speak for the boards. In his letter of invitation to board members, Fletcher wrote:

> This conference is unique. It will be the first occasion in the twelve year history of educational television that one or more members of governing boards, or their representatives, of all ETV stations will have met together. Such a session is long overdue.
>
> This conference is important. It is designed to be an essential step in a study of the long-range financing of educational television stations. ...The U. S. Office of Education and the Federal Communications Commission consider both the meeting and the study as crucial at this time.

Many stations preferred to send more than two delegates, some at their own expense, and of course this was encouraged. Hotel arrangements were made at the Statler Hilton in Washington, study materials were gathered, and leaders in education, television and government were invited as guests and resource persons.

Every educational television station in the country was ultimately represented, and a total of more than 260 people finally attended the Washington Conference in December.

Comments by outstanding men in the history of educational broadcasting were presented at the Conference, and segments were read at the opening session. Statements solicited and submitted are reproduced below, alphabetically by author.

Statement by Dr. Robert Calkins
President, Brookings Institution

This conference can make a notable contribution to the future of educational television. During its brief fifteen years, educational television has been blessed with dedicated leaders who have struggled like true pioneers to find and demonstrate the proper place of this new medium, and to keep the enterprise financed and solvent. These are the two fundamental problems thar urgently require attention.

Educational television is young, and to reach maturity it will need further time, imagination, thought and effort. It is scarcely older than was this nation when it made a second start with a new constitution. In our country, which is peculiarly dependent on an informed citizenry, the struggle for public schools continued for fifty years before it became a national movement; it was a movement for another fifty years before public schools were prevalent; and still another fifty years elapsed before illiteracy was reduced to tolerable levels.

You have an opportunity to frame a new charter for educational television by giving thought to the long-range role and the ultimate means of financing and to the intermediate steps that will promote those ends. No popular education of this sort can be sustained without the continuing aid of philanthropy or of government, or of both.

May your deliberations succeed in shaping helpful plans for the future in these efforts. You have our best wishes for success.

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Statement of W. M. Kiplinger
Editor, Kiplinger Letters and Changing Times Magazine

If you want to know what my qualifications are for discussing educational television, I'll tell you they are meager. I am not an educator, not a television man. I am a journalist. My experience in educational television is long, but not notable. For the past ten or twelve years I have been engaged in trying to get ETV established in just one city, Washington, D. C., and most of the things I did or helped to do were wrong. The impressive thing about this record is the length of the list of wrong starts. I think there are still other errors waiting to be made. The opportunities are unlimited.

I applaud those who say that educational television is now adult and ready to go, but I don't applaud very hard. I think, rather, that ETV is like a lusty 19-year-older, showing signs of maturity (advance signs), but still needing a bit of growing up.

I well know that there are many idealists who dream great dreams and see fine visions. I dream them and see them, too, and on this side of the horizon, not the other side. The only difference is that I put a bit more emphasis on the distance between the here, where we are, and the there, where undoubtedly we shall be sometime. This distance involves these problems:

(1) Community organization for ETV to make it work.

(2) The development of programs that go beyond the stage of calisthenics.

(3) The financing of the thing so that it is an integral part of the MUSTS of the community, not a mere charity that has to beg to stay alive.

Look back ten years, when educational television was a loose sort of idea, like pie in the sky. It was said that TV boxes could be put in classrooms, that kids would learn from the screen instead of the teacher. Thus we'd remedy the teacher shortage. Thus we'd expand the services of excellent or specialized teachers. It was so, it turned out so, but already it has gone far beyond that simple concept.

Even in the few communities where ETV is well along, it is still in the beginning stage, the experimental phase. There is clamor from the schoolrooms for more programs, more courses, but always WITH a teacher present, never without a teacher to supplement the diet of the TV box and screen. There is a vast amount of learning HOW, and HOW NOT. In the next ten years we shall answer some of these questions and learn how to use the tool.

Television as an instrument for teaching in the schoolroom is today at the stage of the one-room schoolhouse of a century ago, in comparison with the big central school of these days. I, for one, can only dream of how far ETV will go. To attempt to be specific about dreaming would be silly.

But beyond the education that belongs to the schoolroom there are vistas. Let's call them public service, although that's a rather stuffy term. The vistas are of people in their homes, getting programs that they didn't know they wanted or needed until the programs came along. If you want to know what, well, I can't tell you what, but to stir your imagination, let's look at the newspapers of the past and of today. They have gone beyond original political news into such matters as advice on how to get into college, and society news, recipes, home hints, advice to those in love or falling out of love, sports, crass business news, and critical articles on the symphony orchestra or the art exhibit. Don't pause to appraise what you think of all these things. Just ponder one fact: That people seem to want them, and newspapers are supplying them.

Go a step further. Look at the scads of publications that deal with the special or angled interests of people. And more publications are coming along every year. There is no end, there is no limit.

Now on to television. It, too, will evolve in this way. It will work toward supplying whatever it is that people want, or discover that they want after having been offered samples.

All of television will do this, not just educational television.

At this point I'd like to say that, in my opinion, commercial television has done a perfectly magnificent job of progressing and advancing toward the meeting of human needs. I am not one of the cynical scoffers at "commercial TV." I think the whole apparatus deserves the big hand, not the boo.

Educational television, or public service television (and I prefer the latter term), belongs to the people. They own it, and they run it, via their own groups and associations. I think they will do a big job, in a floundering and slow way, of figuring out and supplying their needs.

As for the quality of ETV programs, it seems to me that they have got to be a lot better than they were or than they are. These days we have some programs that are top notch, and they are pointed to with pride, too much pride. The truth is that they are offset by MORE programs that are either second rate or third rate, tolerated by enthusiasts for the cause, but turned off with a yawn by the majority of people, who are non-enthusiasts.

Now for how to finance the whole shebang in the future: Once again, I'll say that I do not know. But these hints: Funds and foundations cannot do it all, except in the getting started. Public school funds cannot do it all, for they are all hard pressed for their own existing needs. The local business men cannot be expected to do the job, for they have other pullers at their coattails, other grabbers at their pocketbooks.

The main answer lies in the people. Their small contributions, five, ten, twenty dollars. Their membership in the association. Their feeling of participation in the cause. Their genuine connection with the enterprise, so that they feel a part of it.

Nice sentiment, but HOW? Well, we in Washington, D. C. think we are on the way to showing how. We have a system, call it sales campaign. It is as hard-boiled as any other sales campaign, and uses all the techniques that are ordinarily called "commercial." The system is a year old. It is not yet quite proven or guaranteed, but we think it soon will be. We plan to give our experience to the whole ETV world within the coming year.

Maybe you think of Washington as gorgeous and glamorous. Yes, it is, on the surface. But back behind the surface are the same sort of folks as everywhere else. Our experience with our folks can be adapted to your problems with your folks. This, we hope, will be one of Washington's contributions to other struggling ETV stations.

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Statement by Ralph Lowell
Trustee, Lowell Institute and Chairman
Boston Safe Deposit and Trust Company

Eighteen years ago, the then Chairman of the Federal Communications Commission approached the President of Harvard University to ask whether Harvard would be interested in starting an educational radio station for the general public. The President of Harvard turned to me because I was Trustee of the Lowell Institute which for more than a century had been serving the cause of adult education in the Boston region. That was the beginning of the Lowell Institute Cooperative Broadcasting Council, in which thirteen universities and cultural institutions of Boston are now joined. Our object has been to use public broadcast frequencies for the greater enlightenment and education of all men.

When the Broadcasting Council was formed, I had deep faith in its purposes and in its promise. That faith has grown through the years. Our FM radio station went on the air in 1951: our television station, in 1955. Today I am more convinced than ever that educational broadcasting is riding the wave of the future.

But before that future can be realized, ETV must be strengthened in two ways. First, there must be a vital and vigorous source of national programming. National Educational Television is showing what can be done, but we need a much larger and stronger N.E.T. to supply much more programming to every local ETV station. These programs must be supplied on a national, live, interconnected network.

Second, there must be very much larger funds for the operation of each ETV station. These funds must be sufficient to enable each station to create effective programs on local affairs, cultural as well as civic.

As an aside, I would recommend here that every station copy, if possible, the contributing Broadcasting Council we have in Boston. This Council supplied WGBH with crucial financial support in its early stages and still provides significant funds each year, in addition to invaluable advice and cooperation on programming. I believe such a contributing Council could be set up at least for the ETV stations in every major city.

I would further recommend that every community ETV station begin a vigorous effort to build endowment funds for its own operations. We are about to launch such an effort in Boston, and we already see many signs that it will produce substantial income, mostly through bequests, in coming years.

But these are not of course answers to the main problem. To strengthen ETV as I suggest will require major new sources of regular dependable funds. And I want to stress that word "major." We will surely fail if we set our sights too low. Measured against the need of the nation and against the real cost of open-circuit television, current ETV finances are almost pathetically puny. We cannot expect that ETV will achieve what we want it to achieve without financial resources many, many times larger than those available today.

Perhaps one comparison will make my point. Add together the total capital investment of all the ETV stations now in existence; add to that their total annual operating costs, plus the operating budget of N.E.T. The figure will be somewhere around $90 million. But a single U. S. corporation, Proctor & Gamble, spends a lot more money than that in a single year simply to advertise its soap products on television. I believe we must think in terms of hundreds of millions of dollars annually for support of educational television. Nothing less will do.

Where are such vast funds to come from? The possibilities range all the way from voluntary subscriptions at one extreme to outright federal subsidy at the other. I am certainly not prepared to recommend any single method, nor do I believe that anyone has the answer at this date. This conference is a commendable beginning, but I think it must be considered only a beginning.

We must keep in mind that we are dealing here with a major matter of public policy. The financing of educational television should be of first concern to the nation. It requires consideration and action at the highest level.

I therefore propose that the President of the United States appoint a small commission of distinguished citizens to collect information, listen to testimony, and recommend a national policy.

The Commission should consist of not more than twelve citizens, men and women. Nobody from broadcasting -- either educational or commercial -- should serve on it; we should testify and persuade, not make the decisions. The Commission should have a paid staff and appropriate funds for traveling, for holding hearings, and for publishing their findings. They should take a year or more to do their job.

At the risk of sounding presumptuous, I suggest a charge to the Commission. This is what I believe the President should ask them to do:

1. Determine the role that educational television should play in the nation's mass communications system.

2. Assuming that role should be enlarged, decide how educational television should be strengthened.

3. Recommend methods for financing educational television in its new and enlarged role.

If we in the United States are to create the Great Society, we must without any question, make better use of broadcasting. Television particularly, must be used not only to peddle products, but also to put beauty, truth and wisdom into every home in the land. Broadcasting is the very essence of mass communication. Let us make sure that it communicates the very best we have in us.

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Statement of Senator Warren G. Magnuson

I sincerely regret that I am unable to be present with you in Washington to meet and to discuss in detail the problem which is the subject of your conference - the Long-Range Financing of Educational Television Stations - but prior commitments of long standing prevent my attendance.

As many of you know, educational television has been of great interest to me for many years and it has been a source of particular satisfaction to me to have led the fight in Congress with respect to the legislation, The Educational Television Facilities Act, which today is making possible the establishment of many educational stations that are so sorely needed in so many communities.

The Federal Government, through that legislation, has accepted an important responsibility to assist stations by providing part of the capital funds needed to acquire transmitting facilities.

I have been pleased to note the number of new stations that have come on the air as a result of the availability of these funds as well as the number of educational stations which are increasing their capabilities of serving their communities.

Although the acquisition and the construction of physical facilities are important steps in the life of an educational television station, the staffing of a station and the development of its programs, as well as meeting the problems of day to day operations, present a heavy responsibility -- one that everyone recognized when the original plans for educational television stations were being developed and one that must be met head on if this program is to succeed.

Educational television is now more than eleven years of age in the U.S. and the number of stations throughout the country number close to one hundred. Educational television in a broad sense is no longer an experiment nor should it be considered to be in its infancy. I have nothing but the greatest admiration for the work the people in educational television have done in bringing about this development for I am familiar with the hardships and burdens they experience in their own communities in raising their share of the funds, first to put the stations on the air and then to find means of support. In my judgment, if educational stations are to perform the function of serving local communities, which I believe the local citizenry wants, ways must be found to provide a substantial and continuing base for operating funds.

You have a tremendous challenge facing you during this conference to find ways of insuring the financial stability, not only for your own stations but for the many more this country needs during the next several years if the educational facilities are to be made available to those who perhaps need them even more than some of those who have this service today. It is of great importance to all our people that we have a firm and permanent educational television structure in America.

I wish you success in your deliberations and I stand ready to help in any way I can. I will be keenly interested in your recommendations.

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Statement by Leonard Marks
Partner, Cohn and Marks

During the formative years the pioneers of educational television have differed on the role that it should play in the American society. Some contend that television should be confined to the classroom as an educational tool; others interpret the word "education" more broadly and urge that television serve a general audience as a cultural and information medium. All agree that experience in research has demonstrated the merits of educational television, and there is now convincing proof that it is the most effective communications medium created by modern science.

During the past fifteen years, we have had an opportunity to see both theories of educational television use put to the test. No one can seriously challenge the demonstrated value of television for instructional use in the classroom, and throughout the country millions of people regularly benefit from the cultural and informational programs presented to an adult audience. Therefore, from the crucible of experience we should conclude that both schools of thought must be recognized and that versatile and creative minds can enlarge the areas in which television can fill a community need.

I am also convinced that educational television must play a prominent role in our efforts to raise the educational standards of under-developed countries of the world. Where a high percentage of illiteracy exists, it is to the interest of all civilized countries that large groups of people, children and adults, be given an opportunity to understand the printed word, to improve their knowledge in basic fields of health and hygiene, agricultural and economic endeavors, and the social relationships of civilization. In these areas it is not possible to recruit trained teachers capable of carrying on mass education in a short time. Therefore, the medium of television, with a few highly skilled teachers, and carefully prepared films, must be used to bring to these large groups a high quality of instruction in a minimum of time.

I have recently visited American Samoa where the National Association of Educational Broadcasters has been responsible for the installation of television facilities in all schools. It was inspiring to see how successful these efforts have been and how, for the first time, there is genuine promise that all children will be exposed to training that can equip them for useful activity, economically and socially.

Educational television can not and will not thrive if the community does not recognize it as a major pillar upholding the educational and cultural roof. No one would seriously advocate that libraries, hospitals or schools be self-sustaining or dependent upon charity. These institutions are fundamental parts of our everyday life and are financed by governments in the same way as roads or police or fire departments. Similarly, the educational television station must take its place with the school, library and the hospital as a public service institution supported by city, county, state or other instrumentality of the democratic government. This basic financing can and will be supplemented from time to time by the generous contributions of individuals, business organizations and foundations interested in particular projects or in improvement of the service, but the basic support must and will come from the people themselves acting through their elected democratic institutions.

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Statement by Dr. Kenneth E. Oberholtzer
Superintendent, Public Schools, Denver, Colorado

As I try to assess the future of financing educational television, I see two points that I want to state briefly:

1. We should continue to have a vital association among the stations so as to gain assistance in the financing of individual stations. NET and related organizations once fulfilled this role, but NET's role is limited now. In association there are several types of financial efforts that could and must be made, such as expert help with local fund drives and coordination of efforts with regional and national drives.

2. Special financial help is needed in the field of instructional television since NET is now out of this field. The help that I see is the production of some outstanding, high-quality instructional programs in stations that are equipped to accomplish this. Such programs could be exchanged or

placed in TV libraries for distribution. I believe that economies could be made in local station operations if such programs were to become available; but most stations are not able to produce the quality programs needed out of their local resources.

Instructional television will continue to be a major reason for the existence of stations and schools and colleges will continue to be the indispensable source of support for most stations. Let's improve the quality!

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Statement by Edward L. Ryerson
President, Chicago Educational Television Association

I have always been convinced that ETV can take a very important place in the broad field of communications if it is used properly, and if we are able to take advantage of the extraordinary opportunity that so called educational television offers. The operating policy of ETV should be developed on the basis of two general programs of equal importance. One can best be described as covering the field of televised education and the other as educational television. The former is self-evident and must include the whole field of formal education from kindergarten through post-graduate study in specialized fields of interest.

The latter, educational television, is perhaps a misnomer but should include news, entertainment, information, welfare service, health, and culture.

I am of the opinion that ETV can serve a community to the best possible advantage when the local station is organized on a community basis. This means that the license for the available channel is obtained by a local community committee of citizens adequately representing the broad interest of the entire community. Such a committee should include representatives from all the major educational interests in the area as well as from all the welfare interests and business, government and those organizations that play an important part in the cultural development of the community. I believe that an ETV station that is owned and operated by a single educational institution is greatly handicapped by a lack of broad community interest and thereby tends to become too concerned with televised education without sufficient interest in educational television in the broadest sense.

The question of how ETV stations can be financed to achieve reasonable affluence and permanence is a very difficult question to answer, considering the limited experience that ETV has had.

Those stations owned by individual educational institutions can, of course, be financed easily, provided the Boards in control of the individual organizations agree to include such operations in annual budgets. This, however, is another reason why station operation is too apt to be far too limited in its scope of community interest.

I believe that a good community-owned station can be adequately financed through a combination of sources provided the programs of the station are being enthusiastically received by the general public as well as by those who are obtaining formal education.

Satisfactory revenue should be possible from three general sources.

First: The strictly educational programs should be completely financed by the local school board of education, and other institutions whose students are obtaining credits for their required study program.

Second: Special television programs should be developed and produced by each local ETV station covering special interests in the field of culture, business, government, health and welfare. These can be financed by corporations, foundations or welfare and health agencies, and this is an important segment of the total revenue required to operate a local station.

Third: Beyond these two important sources of income the general viewing public should play an important part in contributing to the maintenance of the station that brings them such a wide spectrum of cultural, educational and informational programming. In fact, the full measure of success of any ETV station is reflected by the response received in the form of public financial support.

Generally speaking, I am of the opinion that the best budget structure for any ETV station should call for approximately one-third of the total revenue to come from voluntary contributions from the general public.

Public contributions provide the best possible influence in making a great national medium of communication.

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Letter from the President of the United States

Since the Washington Conference was to be a turning point in the history of educational television stations, it was appropriate to solicit the participation of citizens and legislators who had demonstrated an interest in the movement. There were those, in fact, who seemed sure that the meeting was unique and important enough to warrant the attention of the President of the United States.

President Lyndon Johnson was made aware of the Washington Conference, and his feelings were expressed in a letter addressed to Scott Fletcher. It was timed to arrive while the Conference was in session, giving the President an opportunity to send his greetings to all delegates:

THE WHITE HOUSE
WASHINGTON

December 4, 1964

Dear Mr. Fletcher:

I want to extend my greetings and best wishes to the educational leaders assembled in Washington this week to discuss the future development of educational television.

This nation must continue to nourish and strengthen our educational effort in order that we can grant to every citizen the right to an adequate education. Television, a proven tool for aiding and improving instruction, has immense potential for the benefit of American education and the nation's welfare. Its educational application, therefore, should be given wide support and encouragement.

In slightly more than a decade, educational television has grown from an idea in the minds of the visionaries to the 95 stations now on the air. I am hopeful that this number will increase greatly in the next few years.

For this record of achievement, credit is due to those institutions which had the vision and boldness to pioneer in educational television and support its early beginnings, to educators who have shown great determination and initiative, and to the many citizens who have contributed both financially and through public-spirited service.

The Federal government has recognized an obligation to encourage and assist public and private efforts in this field. The Educational Television Facilities Act passed in 1962 provided matching grants for the States as a stimulus to the construction of new stations. Recently the Congress extended the National Defense Education Act, which continues Title VII, to assist and foster research in the new media, and adds Title XI, which includes aid for teacher training institutes in the instructional use of television.

The progress which has been made, however, can only be considered as a gratifying prelude to that which remains to be done. If we are to project educational television into the full potential of service to education and the national welfare, we must not be content with the status quo. Therefore, I hope that the sources of support which have been so important to the launching of educational television broadcasting will not only continue to assist this development, but will increase their participation. In addition, I hope that you will find new sources of financial support. In this way, educational television stations will realize their collective potential as the instruments of national purpose in the vast program of social action upon which we are embarked.

You are the leaders in educational television broadcasting and I hope you will continue your effort in this important work. If you succeed, the advancement of the Great Society we seek will be strongly assisted.

I wish you well.

Sincerely,

Mr. C. Scott Fletcher
President
Educational Television Stations
National Association of Educational Broadcasters
1346 Connecticut Avenue, N.W.
Washington, D.C.

The Program and the Discussion Agenda

From the very beginning, the Staff realized that the agenda would have to be very crowded. Since a variety of items had to be discussed, and since the recommendations of every delegate had to be heard, the decision was made to divide the conferees among ten discussion groups. Each discussion group was to consider a carefully planned agenda, and arrive at conclusions and recommendations. The synthesis of these ten sets of recommendations would then be considered as coming from the entire conference.

General sessions - those attended by all delegates - were held throughout the two days, but the bulk of the time was spent in ten separate discussion rooms.

The conferees were assigned to rooms so that each discussion had representation not only from several types of station ownership, but also from a variety of geographic regions. Ten governing board members were chosen as room chairmen, and their respective station managers acted as discussion leaders. Each room was assigned a recorder, whose responsibility it was to keep a detailed account of decisions, conclusions and recommendations. Several resource people sat at each discussion, providing information on legalities, history and other items as requested.

Every delegate came to the meeting with a complete study kit, which had been mailed to him in November. Study materials are reproduced in Appendix B.

The program and the discussion agendas were as follows:

PROGRAM

SUNDAY, DECEMBER 6

▶ **P.M.**

6-10 **REGISTRATION**

8-10 **INFORMAL RECEPTION**

MONDAY, DECEMBER 7

▶ **A.M.**

7:45 **BREAKFAST MEETING** for Discussion Group Chairmen, Leaders and Recorders

9:00 **FIRST GENERAL SESSION**

William G. Harley, President, NAEB, presiding

Welcome—Robert F. Schenkkan, Chairman, Board of Directors, Educational Television Stations, a division of NAEB

9:30 "Educational Television Stations in the United States"—a Presentation of Statements

Dr. Frederick Breitenfeld, Jr., Project Director

10:00 "Next Steps Toward a Permanent Fourth Network"

C. Scott Fletcher, Acting President, NAEB-ETS

10:30 "National Programming for Educational Television Stations"

Dr. Everett Case, President, Alfred P. Sloan Foundation, and Chairman, Board of Directors, National Educational Television and Radio Center

11:15 **FIRST DISCUSSION GROUP MEETINGS**

Conferees will meet in ten separate rooms to discuss four major financing issues

▶ **P.M.**

12:30 **SECOND GENERAL SESSION AND LUNCHEON**

Richard B. Hull, Chairman, Board of Directors, NAEB, and Director, NAEB-ETS, presiding

Address—The Honorable E. William Henry, Chairman, Federal Communications Commission

2:30-5:30 **SECOND DISCUSSION GROUP MEETINGS**

Conferees meet in same groups and in same rooms as at morning meetings

6:30-7:00 **RECEPTION** in Honor of Dr. Everett Case, The Honorable E. William Henry and The Honorable Francis Keppel

All Conferees are invited as the personal guests of Mr. and Mrs. C. Scott Fletcher

7:30 **DINNER**

Robert F. Schenkkan, Chairman, NAEB-ETS Board of Directors, presiding

Invocation—Reverend Daniel E. Power, S.J., Georgetown University, Vice President of WETA

Presentation of Awards—C. Scott Fletcher

Address—The Honorable Francis Keppel, U. S. Commissioner of Education

TUESDAY, DECEMBER 8

▶ A.M.

9:00 THIRD DISCUSSION GROUP MEETINGS

Conferees meet in same groups and in same rooms as in meetings on Monday

11:30 THIRD GENERAL SESSION

CHALMERS MARQUIS, JR., Director of Programming, WTTW, Chicago, Illinois, Executive Director Designate, NAEB-ETS, presiding

Suggested Action to be taken by Governing Boards of all educational television stations before March 1, 1965—Long-range objectives

C. SCOTT FLETCHER

Consolidated report of recommendations from Discussion Groups

DR. FREDERICK BREITENFELD, JR.

Question and Answer Period

▶ P.M.

12:30 ADJOURNMENT

ROBERT F. SCHENKKAN

2:00-4:00 QUESTION AND ANSWER SESSIONS for station representatives desiring special information

OUR APPRECIATION

. . . To all those who prepared position papers, or gave permission to reproduce articles, for consideration in connection with this study.

. . . To William J. McCarter, Station Manager, and the directors and staff of WETA for their general assistance with advance planning and for providing the television sets for the Conference.

. . . To Robert R. Mullen, former Executive Director of the National Citizens Committee for Educational Television; also to Earl Minderman and the staff of Robert R. Mullen & Co., for public relations counsel and press arrangements.

DISCUSSION GROUP MEETINGS

The following four major financing issues will form the basis of discussion for all three group meetings:

1. Funds for national programming and national exchange library services.
2. Regional and national interconnection—advantages and disadvantages.
3. Funds for local long-range financing of individual educational television stations.
4. Factors that could affect long-range financing of educational television stations—positively and negatively.

Note to Conferees: See the following pages for chairmen, discussion leaders, recorders and resource persons assigned to each of ten discussion groups. For your own room assignment, please refer to the "Room Assignment List" that you received at the Registration Desk.

DISCUSSION GROUP MEETING OFFICIALS

ROOM 1

Chairman: DR. OMER C. ADERHOLD, President, University of Georgia, Athens, Georgia

Discussion Leader: GERARD L. APPY, Manager, Station WGTV-TV, Center for Continuing Education, Athens, Georgia

Recorder: DUFF BROWNE, Director, ETV Project, Southern Regional Educational Board, Atlanta, Georgia

Resource Persons: JOHN J. HURLEY, Deputy Assistant to the Under-Secretary, Department of Health, Education, and Welfare, Washington, D. C.

JOEL ROSENBLOOM, Special Assistant to the Chairman, Federal Communications Commission, Washington, D. C.

ROOM 2

Chairman: DR. JAMES C. FLETCHER, President, University of Utah, Salt Lake City, Utah

Discussion Leader: DR. KEITH M. ENGAR, Director, University Radio-TV, KUED, Salt Lake City, Utah

Recorder: COY L. LUDWIG, Assistant Director, Office of Research and Development, NAEB, Washington, D. C.

Resource Persons: JAMES A. FELLOWS, Secretary, NAEB and Secretary, Joint Council on Educational Broadcasting, Washington, D. C.

THOMAS W. POLAND, Fiscal Officer, Educational Television Facilities Program, Office of Education, Washington, D. C.

ROOM 3

Chairman: GEORGE L. FOLLANSBEE, Chairman, Board of Directors, WQED and President, Shady Side Academy, Pittsburgh, Pennsylvania

Discussion Leader: DONALD V. TAVERNER, President, WQED, WQEX, Pittsburgh, Pennsylvania

Recorder: JERROLD SANDLER, Executive Director, NAEB-NER (National Educational Radio), Washington, D. C.

Resource Persons: DR. ROBERT L. HILLIARD, Chief, Educational Broadcasting Branch, Federal Communications Commission, Washington, D. C.

DR. JOHN W. BYSTROM, Asst. to Under-Secretary, Department of Health, Education, and Welfare, Washington, D. C.

ROOM 4

Chairman: RALPH LOWELL, Trustee, Lowell Institute Cooperative Broadcasting Council and Chairman, Boston Safe Deposit & Trust Company, Boston, Massachusetts

Discussion Leader: HARTFORD N. GUNN, JR., General Manager, Station WGBH-TV, Boston, Massachusetts

Recorder: DONALD QUAYLE, Executive Director, Eastern Educational Network, Boston, Massachusetts

Resource Persons: DR. HYMAN H. GOLDIN, Assistant Chief for Policy and Planning, Broadcast Bureau, Federal Communications Commission, Washington, D. C.

LAWRENCE E. DENNIS, Director of Commission on Academic Affairs, American Council on Education, Washington, D. C.

DISCUSSION GROUP MEETING OFFICIALS

ROOM 5

Chairman: E. Gary Morrison, Chairman, Board of Directors, Station KLRN and Former President, Western Pipelines, Inc., Austin, Texas

Discussion Leader: Robert F. Schenkkan, General Manager, KLRN, Austin, Texas

Recorder: Robert D. Smith, Director, Program Development, WETA-TV, Washington, D. C.

Resource Persons: Chalmers Marquis, Jr., Director of Programming, Station WTTG, Chicago, Illinois

Dr. Hugh McKeegan, Research Coordinator, Media Research and Dissemination Branch, Office of Education, Washington, D. C.

ROOM 6

Chairman: John T. Mount, Vice President, Office for Educational Services, The Ohio State University, Columbus, Ohio

Discussion Leader: Richard B. Hull, Executive Director, WOSU-TV, Telecommunications Center, Columbus, Ohio

Recorder: E. H. Gillis, Jr., Executive Secretary, Ohio Educational TV Network Commission, Columbus, Ohio

Resource Persons: Dr. Frederick Breitenfeld, Jr., Project Director, NAEB-ETS, Washington, D. C.

Mrs. Gertrude G. Broderick, Educational Media Specialist, Educational Research and Dissemination Branch, Office of Education, Washington, D. C.

Harold E. Hill, Vice President, NAEB, Washington, D. C.

ROOM 7

Chairman: John Myers, Member, Board of Directors, Twin City Area Educational TV Corporation and President, Waldorf Paper Products Co., St. Paul, Minnesota

Discussion Leader: Dr. John C. Schwarzwalder, General Manager, KTCA-TV, St. Paul, Minnesota

Recorder: John Witherspoon, Associate Director, NAEB-NER (National Educational Radio), Washington, D. C.

Resource Persons: C. Scott Fletcher, Acting President, NAEB-ETS

John H. Naisbitt, Assistant to the Commissioner for Public Affairs, Office of Education, Washington, D. C.

ROOM 8

Chairman: Edward L. Ryerson, President, Chicago Educational Television Association and Honorary Director and Former Chairman of the Board, Inland Steel Company, Chicago, Illinois

Discussion Leader: Dr. John W. Taylor, Executive Director, WTTW, Chicago, Illinois

Recorder: William R. Smith, Educational Television Specialist, Department of Health, Education, and Welfare, Washington, D. C.

Resource Persons: Thomas D. Clemens, Chief, Research and Service, Office of Education, Washington, D. C.

John F. Cushman, Administrative Assistant to the Chairman, Federal Communications Commission, Washington, D. C.

MEETING OFFICIALS

ROOM 9

Chairman: Dr. F. P. Thieme, Vice President, University of Washington, Seattle, Washington

Discussion Leader: Loren B. Stone, Station Manager, KCTS-TV, Seattle, Washington

Recorder: David Stewart, Consultant on the Arts, American Council on Education, Washington, D. C.

Resource Persons: Raymond J. Stanley, Director, Educational Television Facilities Program, Department of Health, Education, and Welfare, Washington, D. C.

Harold E. Wigren, Consultant to National Educational Association and Chairman, Joint Council on Educational Broadcasting, Washington, D. C.

ROOM 10

Chairman: Maynard J. Toll, Member, Board of Directors, Community Television of Southern California and Partner, Firm of O'Melveny and Myers, Hollywood, California

Discussion Leader: James Robertson, Vice President and General Manager, KCET, Community Television of Southern California, Hollywood, California

Recorder: Richard D. Heffner, University Professor of Communications and Public Policy, Rutgers—The State University, New Brunswick, New Jersey

Resource Persons: William G. Harley, President, National Association of Educational Broadcasters, Washington, D. C.

Miss Beverly J. Taylor, Communications Analyst, Educational Broadcasting Branch, Federal Communications Commission, Washington, D. C.

FOR THEIR VALUED NATIONAL CONTRIBUTIONS TO THE ADVANCEMENT OF EDUCATION THROUGH THE MEDIUM OF TELEVISION DURING THE PAST DECADE

AWARDS

WILL BE PRESENTED TO THE FOLLOWING:

DR. ARTHUR S. ADAMS
President, Salzburg Seminar in American Studies, Washington, D. C.
Former President, American Council on Education; Trustee of Funds for Joint Council on Educational Television and National Citizens Committee for Educational Television

DR. ROBERT D. CALKINS
President, Brookings Institution, Washington, D. C.
Former Charter Board Member National Educational Television and Radio Center

DR. EVERETT CASE
President, Alfred P. Sloan Foundation, New York, New York
Charter Board Member and Present Chairman of the Board, National Educational Television and Radio Center

THE HONORABLE MARION B. FOLSOM
Member, Board of Directors, The Eastman Kodak Company, Rochester, New York
Former Secretary, U. S. Department of Health, Education, and Welfare; Former Co-Chairman, National Citizens Committee for Educational Television

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Honorary Director and Former Chairman, Board of Directors, Inland Steel Company, Chicago, Illinois
President, Chicago Educational Television Association

SPECIAL AGENDA
FOR
DISCUSSION GROUP MEETINGS

CONFERENCE

ON

THE LONG-RANGE FINANCING

OF

EDUCATIONAL TELEVISION STATIONS

The Statler Hilton Hotel
Washington, D. C.

December 7-8, 1964

EDUCATIONAL TELEVISION STATIONS

A DIVISION OF

THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

(In Cooperation with the United States Office of Education)

GENERAL INTRODUCTION TO
DISCUSSION GROUP MEETINGS

As indicated in the Background Statement by Dr. Frederick Breitenfeld, Jr., the methods used for financing ETV Stations and the policies governing programming have varied considerably from station to station during the past decade. This is not surprising. The-on-the-air age of television stations ranges from a few months to eleven years. The Grade A population coverage of stations ranges from less than 50,000 to over 15 million. Audience potential has been seriously affected where the station is a UHF rather than a VHF. Finally, and speaking generally, there are four different types of licensees. These are referred to as community, public school, university, and state commission stations.

These four factors -- age, audience potential, UHF and VHF, and the type of licensee -- have had a significant bearing on the decisions of governing boards about where and how to secure their basic sources of financial support. For example, some community stations for several years relied solely upon contributions from private sources and individuals. Some university stations have never solicited contributions although they have sought and still seek production grants. Some school stations raise funds from private sources and individuals. Others do not. Some state commissions secure financial support for all stations in their states from state and local taxes. Others leave the matter of financial support in the hands of each station as a matter to be solved locally.

For discussion purposes this agenda is divided into four sessions.

First Session (A)	Funds for National Programming and for National Library Exchange Services.
Second Session (B)	Regional and National Interconnection - Advantages and Disadvantages
Third Session (C)	Funds for Local Long-Range Financing of Individual ETV Stations
Fourth Session (D)	Factors That Could Affect the Long-Range Financing of All ETV Stations -- Negatively and Positively.

Programming is the first topic for discussion, and for obvious reasons. This subject has been divided into two major segments:

1. Instructional Programming for Public Schools and Other Educational Institutions.

2. General Programming Secured from National, Regional and Other Sources.

One reason for this is because, as a general rule, stations receive funds to cover the costs of instructional programming whereas they pay out funds to secure and broadcast what may be termed "general programming."

As this Conference is aimed specifically at the long-range financing of ETV stations, the content aspect of programming will not be discussed. Under these circumstances, the financial issues in instructional programming will be dealt with as "income" in the third session.

For instance, the one clear and vital pattern of support for the majority of ETV stations is money from the public schools for instructional programming. These funds are becoming the major and an indispensable factor in the financing of these stations.

In the field of general programming it is equally clear that station funds are necessary to secure and broadcast five types of programs. These are:

1. Locally produced programs with station funds only. This type of programming has been diminishing rapidly during recent years. Many stations have never produced a program series with their own money.
2. Locally produced programs by means of funds received from outside contracts negotiated with either profit or non-profit organizations (such as NET) or both. Over the years many outstanding programs have materialized in this way. Recently, however, complaints from commercial broadcasters and others have been heard about certain programs produced with money from business corporations and which mention the name of the corporation involved in one way or another. NET has produced several excellent series as a result of contracts signed with business concerns. This method of financing programs is permissible under FCC Rules and Regulations. Nevertheless, it needs careful consideration at this conference.
3. High quality, locally produced programs described in categories 1 and 2 which are available to stations for rental or the payment of a fee under one kind of exchange service or another.
4. Programs not produced by either other ETV stations or NET but which are available on a rental or outright purchase basis.

5. Programs produced either by or for NET and distributed by NET. Programs produced independently of NET by other U.S.A. sources or sources in other countries, the distribution rights of which are acquired by NET. Thanks to The Ford Foundation all NET programs are available to most stations who wish to use them for a modest annual fee.

The above brief treatise has been prepared for the purpose of emphasizing an important but disturbing matter. Most experienced ETV men and women agree that with the elimination of three essential elements ETV stations would be rendered virtually impotent. These three are:

a) Public School Support for Formal Instructional Programs;

b) A National General Program Production and Distribution Center; and

c) Program Libraries and Exchange Services.

Each one of you at this Conference, together with your associates back home, naturally and primarily are filled with a sense of great responsibility concerning the long-range growth and financial strength of your own ETV Station; and the ability of your staff to program it effectively.

It becomes apparent therefore, that this Conference has two optimum objectives:

1. To enable the representatives of each station to secure as much information as possible about the individual financing and programming experiences of other stations -- for their own individual benefit.

2. To enable all stations, to develop, in concert, a set of recommendations calling for immediate and long-range action at National, state and local levels for the benefit of all stations. These recommendations will form an important part of the study report, which is to be completed in March 1965 and published shortly thereafter.

In conclusion, it must be emphasized that most of the significant suggestions that have been made over the years by various people about the financing of ETV stations have been included in this agenda. This does not mean that NAEB-ETS recommends any or all. What this does mean is that NAEB-ETS wishes to acknowledge and suggests the exploration of each one at this conference. In this way the conferees can make recommendations concerning future action on each one.

INTRODUCTION

TO

FIRST SESSION (A)

OF

SPECIAL AGENDA

FOR

DISCUSSION GROUP MEETINGS

Session A of this agenda calls for the consideration and discussion of various means by which adequate long-range financing can be secured on a national scale for the production and/or distribution of programs. The distribution can be on a regional or a national basis; the programs in question are of high quality and general in nature, and are for use by individual ETV stations throughout the nation.

References to these objectives, as well as suggestions for their attainment, are in several of the position papers included in this kit.

The agencies that are presently carrying out programming and distribution functions are:

1. National Educational Television
2. The Eastern Educational Network
3. Midwest Educational Television, Inc.
4. Northeastern Regional Instructional Television Library
5. Great Plains Regional Instructional Television Library

NET, once known as NETRC - The National Educational Television and Radio Center - has obtained the bulk of its funds from The Ford Foundation since its inception. It is an accepted fact that without NETRC in existence during the early days of educational television, many stations would never have been activated. The same situation is apparent today, and in the future, especially in connection with new stations coming on the air.

New agencies now being planned in this area are the National Instructional Television Library and the National General Exchange Television Library. Both will require substantial funding before they can become self-supporting. For example, NAEB-ETS has undertaken the responsibility of raising funds to establish the General Exchange Library. A grant of $80,000 was recently made to NAEB-ETS by the American Home Library Foundation, Washington, D. C. Almost half of this amount is to be matched, which will mean a total of $125,000. This is a good start. Estimates are, however, that a grant total of approximately $500,000 will be necessary to achieve efficient operation during the first six years. After that, it is expected that NGEL will be self-supporting.

Today, and increasingly in the future, funds administered by the Department of Health, Education and Welfare - as well as other government agencies - will be available through state and local offices. These monies will be used for the development of community service programs, as distinguished from formal instructional programs. In a memorandum written by Dr. John W. Bystrom, Assistant to the Under Secretary of HEW, the following appears:

> It appears that a number of programs could be studied in order to determine the extent to which educational media may be applied beneficially. Among such programs one might include child welfare services (42 USC Sec. 722); crippled children's services (42 USC 712); juvenile delinquency and youth development (P.L. 87-274); cooperative research or demonstration in social welfare and social security (42 USC 1310); demonstration projects in public assistance (Title XI, Sec. 5); cooperative research (P.L. 83-531, 20 USC 331); vocational and technical education (20 USC Chap. 4); and community health services, particularly for the chronically ill and aged, under Community Health Services and Facilities Act of 1961. This is by no means a complete list, nor, I am sure, is HEW the only Department of the Government of interest to you.
>
> Obviously, it is difficult for any single station to explore in detail the many opportunities already available. We can see that much information can be gathered by ETV stations in association. Also, individual broadcasters can benefit immediately from a review of the "Handbook on Programs of the U. S. Department of Health, Education, and Welfare" ($1.75) and "Grant-in-Aid and other Financial Assistance Programs Administered by the U. S. Department of Health, Education, and Welfare" ($2.25), as well as "United States Government Organization Manual 1964-65," all obtainable from Superintendent of Documents, Government Printing Office, Washington, D. C. 20402. Using these publications, they can

review HEW programs to determine areas wherein they might be of service and assistance. A visit to one of the HEW Regional Offices, if carefully planned in advance, can be helpful to the individual station manager.

Thus, those responsible for planning and administering community and state service programs are turning to educational television stations to assist them in accomplishing their missions. Several grants, one amounting to $145,000, have recently been made, and others are pending. It is estimated that several billion dollars are earmarked presently for such Health and Welfare services. At this Conference, procedures concerning methods of application will be discussed, but prolonged discussion may not prove fruitful. NAEB-ETS will keep all stations constantly and fully informed during 1965 and future years.

Many community service television programs will come into being as a result of local or state funding and local station production. In due course these will be made available to stations wishing to use them through the library exchange services.

The establishment of a national fund raising organization calls for careful discussion as well as action in the form of a recommendation at this Conference.

What about the possibility of federal endowment for educational television stations?

SPECIAL AGENDA

for

DISCUSSION GROUP MEETINGS

FIRST SESSION (A)

A. Funds for National Programming and for National Exchange Library Services.

1. Programming for Public Schools and other Educational Institutions.
2. The Future Role of National Educational Television, New York, N. Y. (Refer to speeches by Dr. Everett Case and C. Scott Fletcher.)
3. The Present Role of Regional Networks and Regional Library Exchange Services.
    - a) Eastern Educational Network. (Refer to description by Hartford N. Gunn, Jr.)
    - b) Northeastern Regional Instructional Television Library
    - c) Great Plains Regional Instructional Television Library.
    - d) Midwest Educational Television Inc. (Refer to description by Dr. John C. Schwarzwalder.)
4. The Need for a National Instructional Television Library.
5. The Need for a National General Exchange Library.
6. The Use of Federal Funds for Community Service Programs.
    - a) Department of Health, Education and Welfare.
    - b) Other Government agencies, such as Office on Economic Opportunity.
7. The Need for a National Fund Raising Organization. (See Position Papers.)
8. The Use of License Fees for Television Sets. (Refer to extract from article in European Broadcasting Union Monograph #1.)
9. Recommendations for Action.

INTRODUCTION

TO

SECOND SESSION (B)

OF

SPECIAL AGENDA

FOR

DISCUSSION GROUP MEETINGS

The subject of Interconnected Regional Networks and ultimately National Interconnection is an extremely important subject for discussion. Recommendations are needed concerning next steps.

Already, as indicated earlier in this document, there are two regional networks in operation. One is the Eastern Educational Network, known as E.E.N., and the other is Midwest Exchange Television, Inc. known as MET.

In order to supply all conferees with some pertinent facts concerning E.E.N., Hartford Gunn, Jr. - past President - and Donald R. Quayle, Executive Director, prepared a special statement concerning it. This is in your kit. The new President of E.E.N. is Donald V. Taverner who is also President of WQED WQEX Pittsburgh.

SPECIAL AGENDA

for

DISCUSSION GROUP MEETINGS

SECOND SESSION (B)

B. Regional and National Interconnection. - Advantages and Disadvantages

1. Description of Eastern Educational Network. (Refer to article by Hartford N. Gunn, Jr., on Eastern Educational Network.)
    - a) Number of Stations.
    - b) Fees.
    - c) Service.
2. Advantages and Disadvantages of Regional and National Interconnection.
    - a) Instantaneous Broadcasting of Current or Other Events or Programs.
    - b) Cooperative Production.
    - c) Elimination of Duplicate Tape Costs and Costs of Distribution.
    - d) Timing Formal Instruction in Classrooms.
    - e) Costs.
    - f) Other Items May be Raised and Discussed.
3. Need for the Development of Regional Interconnected Networks and National Interconnection:
    - a) Extension of Educational Television Facilities Act for This Purpose.
    - b) Other Means.
4. Recommendations for Action.

INTRODUCTION

TO

THIRD SESSION (C)

OF

SPECIAL AGENDA

FOR

DISCUSSION GROUP MEETINGS

It seems that the two items of paramount importance on this agenda for discussion are local and state tax support and annual fund raising in general.

Others may emerge as a result of discussion and an exchange of experiences. Such an outcome would be highly desirable.

SPECIAL AGENDA

for

DISCUSSION GROUP MEETINGS

THIRD SESSION (C)

C. Funds for Local Long-Range Financing of Individual ETV Stations.

1. The Importance of Public School Funds - Local and State Taxes. (Refer to article by Loren B. Stone.)
2. State and Local Taxes as Used by Some State Commissions.
3. Local Annual Fund Drives, Auctions, Subscriptions, etc.
4. Is Subscription-Pay-As-You-See - Television Feasible for ETV Stations? (Refer to article by Senator William Benton and extract from TV Digest on Voters Discussion to ban STV in the State of California.)
5. The Possibility of Endowment for ETV Stations in Similar Fashion as for Land Grant Colleges. (Refer to page 9 of Speech made by Chairman E. William Henry, October 2, 1964, and "Walter Lippmann.")
6. Other Sources of Funds.
7. Recommendations for Action.

INTRODUCTION

TO

FOURTH SESSION (D)

OF

SPECIAL AGENDA

FOR

DISCUSSION GROUP MEETINGS

Time may not permit a lengthy discussion of items 1, 2 and 3. If not, you can be assured that all conferees will be kept up-to-date each month as new developments take place.

The same applies to moves and decisions affecting educational television stations made by The Federal Communications Commission, all Federal Government agencies and The United States Congress.

Recommendations on items 4, 5 and 6 will be welcomed. Each item is dealt with in the speech by C. Scott Fletcher. Copies of this will be distributed in each of the discussion rooms at the First Session.

SPECIAL AGENDA

for

DISCUSSION GROUP MEETINGS

FOURTH SESSION (D)

D. Factors That Could Affect Long-Range Financing of ETV Stations - Negatively and Positively.

1. Proposed Changes to Copyright Law.
2. Labor Contracts.
3. Technological Advancements - Color TV, Compatability Among Tape Recorders, etc.
4. The Need for An Official Endorsement of Educational Television Stations by Fifty or More Appropriate National Associations and Organizations.
5. White House Conference or National Citizens Conference 1966 or 1967.
6. Appointment of A National Citizens Advisory Committee for NAEB-ETS. (Refer to Speech by C. Scott Fletcher covering Items 5, 6 and 7.)
7. Recommendations for Action.

The Addresses

While the discussion group meetings were the heart of the Washington Conference, the general sessions for all delegates were also extremely valuable. It was to these gatherings that representatives of the press were invited, and it was here that the Educational Television Stations division of NAEB presented awards to outstanding citizens who had contributed so much to the early development of educational television stations.

At the opening session, William G. Harley, as President of NAEB, presented opening remarks. He was followed by Scott Fletcher, who, as Acting President of ETS, defined the challenge of the Conference itself, explaining the types of questions that had to be pondered and answered.

Everett Case, President of the Alfred P. Sloan Foundation, and Chairman of the Board of the National Educational Television and Radio Center, then spoke on "ETV: Network of Opportunity."

The luncheon speaker on December 7 was the Chairman of the Federal Communications Commission, E. William Henry. It was in this address that the well-known phrase "television's cultural gap" was first uttered.

The evening speaker was Francis Keppel, United States Commissioner of Education. He addressed the delegates on "Educational Television: A Challenge to Grow On."

Copies of these important speeches follow.

Opening Remarks by William G. Harley
President, National Association of Educational Broadcasters

I have the honor, as president of NAEB, of calling to order the initial session and thus officially opening this Conference on the Long-Range Financing of Educational Television Stations.

This occasion is significant for several reasons.

First, this is a unique meeting among the hundreds of conferences, meetings, seminars and other gatherings that have taken place on the subject of educational television since the memorable kick-off conference at Penn State in 1952. It is unique because it marks the first time in these 12 years, during which time the educational television stations have come into being, that the members of the governing boards of these public trusts have assembled.

Second, the fact of this meeting is significant in terms of affirming the new vitality, strength and effectiveness of the recently reorganized National Association of Educational Broadcasters.

Formerly, the NAEB was a sprawling organization of rather archaic architecture, striving to be all things to all people and succeeding in serving none very well. Starting as an organization of college radio stations, it subsequently took in television stations, production centers, closed-circuit systems and, finally, individuals. The outmoded administrative structure was inadequate to serve this diverse membership and to afford various groups the appropriate representation and necessary freedom to pursue their specific interests.

A year ago, a new constitution was adopted, designed to afford the various categories of membership the means of serving their needs in relation to the particular area of broadcasting in which they are involved.

The new structure provides for four semi-autonomous divisions: three institutionally oriented divisions to serve the needs of licensees of television and radio stations or closed-circuit systems, and one division to serve individuals, who have chosen careers in educational broadcasting. The four divisions are: Educational Television Stations, to which most of the stations represented here belong; National Educational Radio; the Instructional Division and the Individual Member Division. The respective boards of directors of each division make up a composite board of directors for the Association. This arrangement provides for an equitable voice for each group in overall association affairs, while permitting relatively free movement and initiative for any given group to pursue goals related to its specific interests.

This conference is a case in point - a project created and implemented by the Television Stations Division of NAEB - a project that very likely would never have come into being without the reorganization that allowed the TV stations, while still operating within a unified structure, to secure the leadership of Mr. Fletcher and to initiate the important activity that resulted in the occasion for our meeting here today. And, incidentally, my congratulations to Mr. Fletcher and his colleagues for a fine job. If thorough preparation can ensure the success of a conference, this one cannot fail to succeed.

Still another testimony to the wisdom of the reorganized structure of NAEB is to be found in this announcement - the first public one - that I am privileged to make at this time. The Ford Foundation has approved a grant of $600,000 to the NAEB over a three-year period for the development and implementation of a program for the improvement of televised instruction. The project will be supervised for the NAEB by its newly created Instructional Division. In essence, the project provides for a national program of consulting services integrated with a series of national and regional seminars. Field teams of consultants will work with schools and colleges to help them make appropriate and effective use of television. The seminars will be organized to improve the quality of people already working in the field. A unique aspect of the project will be the appointment of a panel of advisors from several educational disciplines to bring to bear upon televised instruction to the benefits of analysis and criticism of educational philosophers, curriculum specialists, and learning psychologists. Through such innovative thinking, new ideas in the use of television for the improvement of instruction will be advanced and implemented.

You may feel there is some irony in announcing a large foundation grant on an occasion devoted to searching for ways to raise money. Let me hasten to say that this grant represents the closeout of funds appropriated by The Ford Foundation some years ago exclusively for support of a program of experimentation and development in instructional uses of television and under the terms of the grant, though it will benefit ETV stations indirectly by raising the national level of quality in televised instruction, none of these monies will go directly to any ETV station. Accordingly, the problem with which you are to deal - the long-range financing of educational television stations - remains undiminished.

I chose to use this occasion for the announcement, in addition to the fact that you provide a distinguished and interested audience, because the grant constitutes another vote of confidence in the new NAEB structure.

This project, too, might very likely not have come about had it not been for the reorganization of NAEB, providing for a division which has a specific concern for the instructional uses of television.

These two projects and many other expanded activities - exchange libraries, research projects, publications, overseas contracts - testify to the launching of a new era of improved effectiveness, amplified effort, and increased recognition and influence for the NAEB. I am convinced we now have a national organization that affords a framework within which we can maximize our efforts to make the break-through in the application of electronic instruments so urgently needed if the educational needs of our nation are to be met as rapidly and as adequately as the times demand.

In such a unified and cooperative effort, the participation of those who are gathered for this conference - this national generating group - will be central to the planning for the best uses possible of broadcast television for the nation's welfare; the solutions which you here devise for the long-range financing of educational television stations will be central to the implementation of such plans.

Excerpts from the Statement by C. Scott Fletcher
Acting President, Educational Television Stations.

During the first general session of the Washington Conference, C. Scott Fletcher explained in some detail the purpose of the two-day meeting, and the manner in which it would be conducted. He said, "During these next two days, we will have a Herculean task to perform, but I am confident that by tomorrow afternoon we will bring into being a set of first-class recommendations which will form the basis for concerted action during the next few years."

He remarked on the unique aspects of the meeting, commenting that this was the first occasion for a meeting of this sort, and announcing that every station was represented.

Mr. Fletcher made it clear that the purpose of the meeting was not to discuss programming or content. "Instead," he said, "we should confine ourselves to studying, discussing and deciding upon ways and means for increasing the source and amounts of funds which are needed for giving the American public what they expect from us."

He then explained the large amounts of money earned in commercial network operations in this country, and compared them with amounts of money spent for non-commercial broadcasting services in Great Britain, Canada, and Japan. Comparison was also made with the meager funds available for educational television in the United States.

With this background material on the record, Mr. Fletcher described how the ten discussion groups would be the core of the two-day affair, and went through the Special Discussion Agenda. He asked that each group consider the topics as outlined, and develop a list of recommendations pertinent to the items on the agenda that called for action.

ETV: NETWORK OF OPPORTUNITY

by

EVERETT CASE

PRESIDENT OF THE ALFRED P. SLAON FOUNDATION
CHAIRMAN OF THE BOARD OF DIRECTORS OF
NATIONAL EDUCATIONAL TELEVISION

It is the fashion of the times -- and one that prevails on either side of the iron and bamboo curtains -- to assess the relative importance of any given nation almost exclusively in terms of its scientific and technological capabilities. Without for a moment derogating the importance of this criterion, I submit that it is simply not enough, and that the ultimate criteria must embrace the uses to which the products of this great scientific enterprise are put. In the case of nuclear power this is obvious; is it not pertinent as well to the use we make of the complex, delicate and curiously potent instruments that make possible the art of broadcasting?

From every quarter the answer to this question is, of course, a ringing affirmative. There is wide agreement, moreover, to the proposition that the answer to our problems is not to be found in the kind of government monopoly which merely substitutes political for commercial propaganda and does it at the tax-payer's expense. A strictly governmental monopoly is just that; we still have freedom to choose an alternative to commercial television if we want it badly enough.

Parenthetically it is worth noting that even in England, which vests primary responsibility for broadcasting in the hands of a non-political public corporation, one finds complaints that the BBC programs are overplaying sex and violence, and its one-time monopoly is being challenged from the private sector.

Moreover, while our commercial broadcasting companies naturally seek the revenues which come from sponsored programs, their first concern must always be to hold and build up their audience: They are therefore bound to take account of a genuine ground-swell of protest against particularly offensive programs or commercials, which, like the insistent theme of a well-known brand of cigarette, are openly subversive of the efforts of home and school to instill in the young a decent respect for the rules of health and the nice distinctions of grammar. This is one of our obvious and least effectual defenses against abuses of the airwaves because, alas, we are so slow to use it.

Of greater practical importance, therefore, is the fact that no commercial station or network enjoys or claims any monopoly of the available channels. Competing as they do among themselves, commercial stations must also face - and some indeed have welcomed - the competition for the attention of their audience now provided by that growing network of educational broadcasting stations which were created not for profit but solely to inform, stimulate and enrich the minds of those who elect to look and listen.

And that, with a bow to the action of the F.C.C., in 1952, in reserving channels for educational broadcasting, is where you and I come in. Otherwise we would not be here and the stations which you now represent would be nothing more than a tired gleam in your eye. You are the people who have seen and seized the opportunities which are a part of our heritage and, refusing to be daunted by public apathy, cynicism, or inertia - or even, one might add, by prudential considerations - have somehow organized and put on the map nearly a hundred educational TV stations in little more than a decade. How you did it remains for me one of the marvels of our times and I can only salute that rate combination of vision, ingenuity and dedication that has enabled you to accomplish what you have, in behalf of your communities and without the driving incentive of private profit.

But there, of course, is the rub. It is one thing to set up a station in a moment of enthusiasm and quite another thing to sustain it in the face of the formidable competition - especially in their finer programs - which the commercial stations can be counted on to provide. To be sure, you can forget about dividends to stockholders and your programs need not meet commercial standards so far as expense of production is concerned. Nevertheless, you cannot produce effective programs without revenue and stockholders are not in the habit of investing their funds except in the expectation of financial rewards. Venture capital is always scarce relative to the demand, especially the unlimited demands that come from non-profit enterprises. How then, unless you turn to government subvention, is this non-profit enterprise to be financed, and financed so effectively that the quantity and quality of its programs can be improved consistently enough to command the attention and support of more and more people?

The answer is to be found in two basic concerns which are inextricably related. One involves the development of more and more programs and program sequences that are just too compelling to be ignored - programs (if one may paraphrase Lincoln's well-known phrase about government) that do for the people what the commercial programs cannot do or do as well. The other involves the effort - at once intensive, comprehensive and sustained - to raise the funds required to produce such programs. Which comes first, I wouldn't know. You can play it either way so long as you recognize that neither is sufficient in itself and that progress - or retrogression - on either front affects the other.

On programming, thanks to the Ford Foundation, N.E.T. can be increasingly helpful. This is no mere ex-officio, much less ex-cathedra pronouncement. We too have known lean days, when visions of the programs we dreamed of producing were just that and nothing more. Ask Ralph Lowell, who steered us through them! The comparative affluence we now enjoy seems all the greater by comparison and certainly it poses the acid test of our ability to produce. Obviously, we must meet that test or else - and we intend to meet it. In the meantime we could use additional funds and, under Jack White's dynamic leadership, we intend to find them.

Unrestricted funds, as I know from twenty years' experience as a college president, are notably hard to come by. Happily, such restrictions as Ford has imposed on its generous grant to N.E. are not only reasonable but, on the whole, salutary. Not less than half of the Ford money and of our schedule is to be devoted to public affairs; the balance to science, the arts and the other humanities. We are not to engage directly in Instructional TV - that is left to the local stations - and we are to devote our energies, first and last, to the programs. Except for periodical reports on expenditures and especially on the kinds of programs to which we devote these grants, the only pressures exerted by the Foundation have to do with the articulation of a guiding philosophy and of program planning that respects it. In both cases the pressure has served only to accelerate - and give added point to - processes which were in any case intrinsic to our purposes.

Now a wholly new scale and schedule of programs - even limited to five hours a week - is not the work of a day nor yet of a month. As most of you know, the raising of our sights made possible by the Ford grants has entailed for N.E.T. a major reorganization of staff and planning alike. On the one hand we have greater direct responsibility for the quality of the product we offer you; on the other hand, we look to you for major help in program production. Our formal relationship with you may have been altered but the fundamental - and mutual - need for cooperation is greater than ever.

If you need a weekly package of arresting programs, N.E.T. needs your help in getting them into production and circulation and most of all in bringing them to the attention of the expanding audience for which they are designed. For this audience is by no means limited to the intellectual elite; it includes men and women of all ages who believe, with Socrates, that the unexamined life is not worth living, and who have not lost their sense of curiosity about life or their responsible concern for living it with wisdom and with grace.

To make any real dent upon ignorance, sloth or inertia; to discover, and with your help, to reach this great potential audience of ours, will take time and imaginative effort. You and your communities will be the ultimate judges of N.E.T.'s success in providing its quota of programs likely to capture and sustain their interest; moreover, the bulk of the programs required by your total schedules, remains, of course, your problem. In the meantime, I am willing to stick my neck out far enough to say that if the impressions of N.E.T.'s Board of Directors afford any guide, you are going to find that the new programs planned and actually being produced within the framework of N.E.T.'s basic philosophy and purpose, come closer than ever to satisfying your present demands and even some of your extravagant hopes. Unevenness there will be, but the curve is sharply upward, and we intend to keep it climbing.

More important are the concrete answers which these programs will unfold to the question what ETV can do that commercial television cannot do or cannot do as well. This relates not only or primarily to our respective resources, financial or human - for in both of these the commercial stations are very rich indeed. Certainly when over-riding events, such as the tragic assassination of President Kennedy, release the intelligence and skill of the NBC or CBS or ABC staff for exceptional public service, they do an incomparable job.

I submit that this is not enough. I contend that the nature of the problems confronting us today as a people and as individual human beings calls for something more than occasional attention and exceptional effort. Such sustained and intelligent attention to critical and controversial issues, and their exploration in depth must, in the nature of things, come primarily from ETV.

As N.E.T.'s newly printed statement of philosophy and purpose puts it (and this will be in your hands within two weeks):

"To pose and illuminate an issue or condition in all its urgency and all its complexity, to place it in the context of our daily lives, to give it historical perspective, to relate it to other issues, to treat on their merits the arguments that pertain to it, to depict the probable or possible consequences of various courses of action -- these, then, are the primary functions of N.E.T. in the area of public affairs."

Here, then, is one of ETV's distinctive opportunities and, as we recruit our own resources, human and financial, and as experience corrects some of our mistakes and validates some of our initiatives, I predict that the results will please our friends and astonish the rest.

But if, in our struggles to meet our obligations through better programs, it is pertinent to remind ourselves that ETV is not yet even a teen-ager, how much more does this apply to the constant problem of finding the funds to support this effort. Except, perhaps, for Stanford and Chicago, no infant private university that I know of was immune at this stage from ETV's financial problems. And we don't charge tuition! So what are we do do?

I suggest that we must take a leaf from the current books of those same colleges and universities. When I entered Princeton as World War I was reaching its climax, its total endowment was less than $10 million. It has just raised better than $60 million and it is already seeking more. Stanford's original endowment looks small indeed compared with the $100 million drive which it has just completed. And Colgate, which is neither large nor wealthy, is now seeking $13 million of new money: $1 million for each of the dollars its thirteen founders contributed in 1819. Incidentally, despite the capital drives, annual giving has risen more than twenty-fold in the last two decades. Bequests have also risen sharply and so have federal grants, chiefly for research and certain new facilities. As for aid from business and industry - which owes so much to those imaginative leaders, the late Irving Olds, my dear friend, Frank Abrams and my esteemed chief, Mr. Alfred P. Sloan, Jr. - its rise from nowhere is one of the great phenomena of our times.

Now, of course, you can't raise tuition charges or turn to your alumni as the colleges do. Perhaps the university stations constitute an exception, so far as alumni are concerned; on the other hand, the funds they seek from the Administration face competitive demands for a new facility for Physics, or the Medical School or the Library. You won't win priority for your claims until you have established for yourselves something more than a peripheral relationship to the University as a whole. Besides, ETV needs the lift it can expect from the active interest and participation of your wisest and most articulate professors. (That wisdom and the capacity to articulate it do not always go together used to constitute one of my problems; now it is yours.)

As for the community stations, you will have to organize to tap all available sources of support, both annually and through occasional special drives. This means blood, sweat and tears, but the potential rewards are great. Why shouldn't business and industry support you; think of what you offer - and how much more you can, with adequate funds - to their local employees and their families. By the same token, you have a case to take to the Labor Unions, to the Women's Clubs, and to any number of civic organizations. Local tax support will presumably be limited to payments for Instructional programs for the schools, but this provides an essential base for more expanded operations. As for the foundations, their interest will vary as their policies and programs vary; except for local and family foundations few will want to assume continuing obligations on an annually recurring basis. But for special drives, a number of the 'public' foundations in your locality should be good bets for 'one-shot' grants or grants for special projects. Business sponsorship of certain programs also holds promise, provided that due care is exercised to avoid dictation of programs or conflicts of interest. And don't forget special gifts from community leaders and the importance of a broad base of support from the community at large. Your neighbors are your 'alumni' and their support plays a similar role in attracting other gifts.

All this, you say, and no mention of either the Ford Foundation or the Federal Government. This sin of omission has not been inadvertent, and I propose to correct it now. First, all stations have reason to know that both are well disposed toward ETV. I need not recite all that Ford has done to strengthen the stations, especially in the critical early days. I need not remind you of the Federal grants now available on a matching basis (did the Government steal that gimmick from Ford?) for new station facilities. No doubt some of us can interest the National Science Foundation, the AEC, and other federal agencies with similar ground rules, in using our facilities to educate the public on important aspects of their own public problems. And this of course is all to the good.

Nevertheless, neither Washington nor Ford offers any panacea for your financial problems. Happily ETV has won an important place in the Ford Foundation's program, but I see nothing to indicate that it is about to cancel all other concerns and devote its total income to our needs. Washington, too, has other and sufficiently pressing concerns and, pending the suspension of the armaments race, is most unlikely to endow a billion-dollar University of the Air, with a mandate to serve your needs. Moreover it is (or ought to be) a truism that freedom in our pluralistic society can readily be brought into jeopardy by too exclusive a reliance on federal support. If, for us, this represents something less than a clear and present danger, it may serve to reinforce my contention that your own freedom of action is best secured by seeking support from many and varied sources, beginning always with the community or university which you serve.

Ladies and gentlemen, I am all too conscious of the limitations of this message. I can say only that it is an honest report and that the difficult road - or complex of roads - to which it points is by no means unfamiliar to me. There is comfort, I find, in shared problems; in the knowledge that when the going is rough, others are finding it so too. And the rougher the going, the greater the exhilaration of arriving.

That is why, as Chairman of N.E.T., I am proud to share this platform this morning. That is why this newly-formed ETS division of NAEB can be increasingly significant to you and to all of us. That is why I salute Scotty Fletcher for responding as he has to the call to set it up and convoke this meeting which, I trust, will be only the first of many. No other station's problems, to be sure, are quite like yours, and the solutions which Boston discovers - with the aid of Ralph Lowell and the Institute he heads - are unlikely to afford all the answers for which Los Angeles or Dallas is seeking. But there is strength in union and I predict that the informal exchange of experience which, at sessions like this, is far more important than the set speech, will give you clues to the wise solution of your problems and fresh courage to get on with the job. And as you do, it may be well to bear in mind that, with all the obstacles that line the way, there is not one community, college, university or school system that ever started an ETV station which is now without one.

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An Address by E. William Henry
Chairman, Federal Communications Commission

Mr. Harley, Mr. Fletcher, Distinguished Guests, Delegates to the Washington Conference on ETV Financing, Ladies and Gentlemen:

When Scott Fletcher, the energetic and ubiquitous President of your Educational Television Stations Division, approached me last spring about his plans for this Conference, he spoke hopefully in terms of trying to have two delegates from each ETV station on the air -- a group of some 180 persons. Your overwhelming response -- over 250 delegates -- is not only most heartening, it demonstrates your deep commitment to the development of educational television on a nationwide basis.

This gathering is an important first. For the first time at a national meeting of those interested in ETV, we have represented the members of the stations' governing boards -- in many cases the Chairman or other chief executive officer. It is desirable, of course, in our planning and exchange of ideas, to have with us the station managers who have day-to-day operational responsibilities of ETV stations. But it is just as important to have those who, as Commission licensees of broadcast facilities, are ultimately responsible for making the basic policy decisions. On behalf of my colleagues, all of whom have often expressed their personal interest in the success of this program, I extend to each of you a very cordial welcome to Washington and our best wishes for a productive conference.

I might add that the presence of the members of the Federal Communications Commission on the dais today results from a commitment to educational television similar to yours. The purpose of our attendance is to indicate the importance we attach to your efforts to obtain the financial underpinning which is vital to your work, and our willingness to labor in the same vineyard toward the goal.

You have been furnished with much written material on the subject we are met to discuss. This includes a copy of my speech to the October 1 meeting of the International Radio and Television Society in New York, which I hope will be helpful. So I shall not cover the same ground today. My efforts here will be more akin to the exhortations of a cheerleader than the lecturing of a professor.

In short, you're in for a pep talk. Rest assured, however, experience has taught me that overly extended remarks not only lose their pep -- they leave the audience pooped.

Perhaps the classic example of this view occurred during the famous reign of Knute Rockne as the head coach of the fighting Irish of Notre Dame. In a hard fought battle with a traditional football rival, Notre Dame found itself on the wrong end of a 13 - 0 score as the first half ended. Notre Dame players went dejectedly to the locker room, mentally cringing from the tongue lashing they expected from their salty mentor. Minutes went by, however, and Rockne failed to enter the dressing room. Just as the puzzled team was about to return to the field for the second half, Rockne's face appeared in the doorway. With the full force of the biting sarcasm that came easily to him, he said simply: "Let's go girls!" As you might expect, the Irish went on to win by a wide margin.

While your commercial counterparts might place you in a junior college league rather than with Notre Dame, you are still the sentimental favorite of many important segments of the national community. I hope that together we may channel some of that sentiment into productive energy -- both at this conference, and in the immediate future.

In considering the key question before the conference -- how to secure dependable long-range financing for educational television -- we must first consider basic aims. What is it we want the money for? Our goals and hopes for ETV will determine the kind of financing we need.

How do we organize our thoughts to take stock of ETV's responsibilities? One way is to keep in the forefront of our minds the fact that "educational television" is a phrase composed of two words. The first refers to education, and ETV clearly has a vital contribution to make to our national educational effort, in an era when educational needs are almost beyond measure.

A generation familiar with rockets and astronauts, communications satellites and nuclear bombs, knows the truth of Alfred North Whitehead's remarks of almost a half-century ago. He said:

> "In the conditions of modern life the rule is absolute, the race which does not value trained intelligence is doomed. Not all your heroism, not all your social charm, not all your wit, not all your victories on land or at sea, can move back the finger of fate. Today we maintain ourselves. Tomorrow science will have moved forward yet one more step, and there will be no appeal from the judgment which will then be pronounced on the uneducated."

Thus, we at the Commission are fully aware that most of you here today have a major interest in utilizing television as a direct aid for in-school educational purposes. There should be no doubt in anyone's mind that the Commission's rules and regulations fully recognize this use of your broadcast facility as one of your principle and most important responsibilities. And we are delighted with the substantial progress being made in this area.

All of you, I am sure, are familiar with the terms of the Educational Television Facilities Act of 1962, which provides for the grant of federal funds for educational television facilities on a matching basis with the states. Most jurisdictions now have boards or other agencies working to take advantage of this forward-looking legislation. After some understandable delays in getting underway, applications are now being promptly processed, and we are pleased to report that our cooperative efforts with the Department of Health, Education and Welfare have already resulted in 43 grants totalling approximately $8,000,000. In addition, and as you know, the Commission has also set aside the $2,500 - 2,690 megacycle band for multiple channel point-to-point educational systems for those who seek to provide only in-school service. Dr. Robert Hilliard, from your ranks, recently joined the FCC to head our Research and Educational Division. He is participating fully in this Conference, and he and our staff generally are prepared to lend you every assistance in utilizing these programs.

In sum, we approve and applaud the massive efforts now underway to use this modern miracle of communications as an arm of school and college education. We all recognize the importance of purely instructional television, and that we have only begun to tap its potential.

But even the word "educational" in the phrase "educational television" includes more than instructional, in-school programming. Many programs for those beyond school age can enlighten as well as entertain. This is, of course, a subject on which we could spend the rest of our time today -- but one story will illustrate the point.

Some time ago the general manager of an educational station was working on the American Folklore series for N.E.T. and was preparing a program called "Frankie and Johnny." He decided it would be a good idea to contact Mae West and see what she thought about recreating her famous "Frankie and Johnny" routine for the program.

He put through a call to California and finally got the long-time Sex Symbol on the telephone.

"Mae," he said, "what would you think of working in educational television?"

And in her inimitable, husky-voice fashion, she quickly retorted: "Honey, all my pictures are educational!"

But still we have not covered the sum total of your responsibilities. For there is a second word in the phrase, "educational television." Whatever else it is, ETV is a part of television -- a medium whose staggering impact on our society we but dimly comprehend. We know that more families own television sets than own bathtubs. We know that children up to the age of 12 spend as much time in front of those television sets as they do in school. These statistics do not tell us exactly what the effect of the television revolution will be. They force us to presume, however, that its importance for the quality and content of our daily lives will be overwhelming.

ETV's role in this revolution is not less important than its purely educational functions. That role is to fill a void, to provide a choice, to act as a stimulus and a gadfly in a medium which badly needs all these things. For our commercial system, supported as it is by advertiser dollars, severely limits the scope of the medium's performance. As measured by the little black boxes, telephone interviews and diaries of the rating services, massive program popularity spells advertiser dollars. With a few exceptions, it's as simple as that.

According to John Fischer of Harper's Magazine, "The result is that the best brains in television (and) its best dollars are dedicated to making the American people fat, dumb, and happy."

As Professor Charles A. Siepmann of New York University puts it, the result is that commercial television "takes us as we are and thereby keeps us where we are, denying that which we have in us to become."

Merle Miller's new book, Only You, Dick Daring -- an entertaining yet disturbing portrayal of life in a television factory -- amply demonstrates that many of today's television programs are created by committee. By the time the writer's original script has been cut, bruised and battered by an endless stream of producers, directors, actors, talent agency representatives, and network vice-presidents, it retains about as much originality as a typical slice of bureaucratic red tape. It is ample proof that the conformity dominating our television screens results in large degree from this process -- not from concern with programming by the government.

These criticisms, to be sure, need qualification. The Defenders have defended ideas, as well as clients. Ben Casey has cured more than diseases. Mr. Novak teaches civic responsibility as well as arithmetic. And advertiser dollars support significant amounts of competent, sometimes brilliant, news and public affairs programming. But the bedrock of truth in these criticisms must be considered by anyone who is concerned about the future of television and its role in the future of this country.

One of our giant tasks is to overcome American television's cultural gap -- our electronic Appalachia -- which has been largely untouched by commercial television's affluence. We must find ways to make the medium serve one of its hightest and most natural uses -- as a means of eliminating cultural poverty -- of making knowledge and enlightenment, culture and beauty, stimulation and controversy available to everyone who cares for them, and not merely to an elite. ETV cannot perform the whole task. But because it is a mass medium, it can and should be the cutting edge of our national, wide-ranging effort.

And so we expect you to reach out, beyond the institutional needs of your communities' school systems, and strive to fulfill a wider purpose.

You should find or create sources of broad cultural programming.

You should air positions on issues of public importance, as many of you already do. This might well include appearances by political candidates which, if the recent experience of KCTS-TV in Seattle is a guide, will earn you loud plaudits and many friends in your service area. This station offered time to every candidate for local and statewide political office in the recent general election. 87 out of 98 candidates accepted and appeared, giving the station a batting average of 880, which probably set a record in this particular field.

And I would emphasize throughout that there is no rule of government which decrees that educational television must be dull. You are free to be as original and imaginative as your creative talents will permit. You may illumine an often bleak television landscape with as many shafts of program sunlight as you have the ability to generate. When television is at its worst -- and not all that's worst on the medium comes from commercial studios -- it seems hardly worth the electricity needed to energize the screen. But at its best, it is unsurpassed as an intimate and powerful means for man to communicate with his fellows.

Of course, all of this costs money. Talent like Mae West does not come free. Indeed, while our need for funds to support purely instructional programming is great, the most critical money shortage facing ETV is the lack of funds to support programming in the late afternoon and evening, and on Saturdays, Sundays and holidays -- to provide a service when the community at large is able to take advantage of it.

This is the basic problem you have met to consider. As I recently indicated, I have no simple or easy solution to offer. I am certain of only two things: that easy solutions are very likely to prove illusory, and that the consequence of failure -- an educational television system permanently condemned to struggle for subsistence -- would be intolerable in our affluent society.

The lessons I would draw are likewise two: First, at this stage of ETV's development, we should not concentrate exclusively upon one alternative means of financing, leaving all others unexplored and unanalyzed. Second, in evaluating alternatives, we should not allow potential problems to paralyze us -- to prevent considered action.

For example, a Congressional appropriation of federal funds for programming to meet national needs must not be dismissed simply because it raises serious objections, and questions fundamental to our society. There should be a debate on this subject, and I urge you to start it.

I have also suggested, along with Hartford Gunn, the Brandeis Conference and others knowledgeable in this field, that we need a private national agency to coordinate national fund-raising for ETV from both private and public sources. This concept, I understand, is one of the principal topics you will have under discussion today and tomorrow. The success of any such approach will largely depend upon whether you in this room think it feasible and are prepared to give it your full support. Your judgment here will in turn depend upon the composition of the national agency, the kind of representation you are afforded, the manner in which funds are obtained, the decision in favor of or against some kind of national educational network, and a host of other questions. The issues are complex. But complexity should be a challenge, not a signal for retreat.

Moreover, you do not face any of these issues, or any part of the general problem alone. The day after my address to the IRTS, President Digges of that organization called me to say that the Board of Directors had met and unanimously voted to establish a special committee to explore the idea of a National Educational Board and the manner in which the fund requirements of educational television might best be met. Mr. John Cunningham, of Cunningham & Walsh, has agreed to serve as Chairman of the Committee, and N.E.T.'s Jack White will be a principal advisor.

The spirit in which Mr. Cunningham is approaching his new responsibility is well expressed in a letter he wrote me on November 16th. He said:

> "Hopefully, in the not too distant future, we may achieve the following set-up:
>
> "1. Sufficient funds flowing into ETV to give it much greater substance and interest.
>
> "2. A continuous campaign on commercial television urging people to contribute to educational television.
>
> "3. A campaign on commercial television urging our people across the country to use educational television to improve themselves, not only culturally but in terms of improving their economic status."

President Johnson has long recognized the needs of education, and the value of a good education to the citizens of our land. In his book, My Hope for America, he said:

> "More classrooms and more teachers are not enough. We must seek an educational system which grows in quality as well as in size. This means better training for our teachers. It means preparing youth to enjoy the hours of their leisure as well as their hours of labor. It means exploring new techniques of teaching, to find new ways to stimulate the love of learning and the capacity for creation."

And it follows as Brinkley follows Huntley that if an improved educational system rates highly in The Great Society, so does one of its vital elements, educational television.

Ladies and gentlemen, to revert to an earlier metaphor of the football field, the ball is in your hands. The opportunity for constructive thought and action is now. We wish you every success, and the Commission is here to help you. None of us wants to be told by a disenchanted nation "Let's go girls!"

EDUCATIONAL TV: A CHALLENGE TO GROW ON

An Address by Francis Keppel
U.S. Commissioner of Education
Department of Health, Education, and Welfare

Today and tomorrow, as you gather in Washington, you are surely one of the most impressive of audiences to meet here--in search of an audience and in search of financial strength.

In this day of demand for communications, you come here as members of the boards of governors and station managers of our greatest potential medium for American education. All of us here recognize this potential. All of us wish it to come to full reality.

If we mark the birth of educational television as the date when the first educational station went on the air, television has been an instrument of education for eleven years. In these eleven years, the role of American education has undergone a revolution of rising expectations and our schools have become the focus of discussion as never before in our history.

Because of rising demands for new solutions to educational problems, television was welcomed into the house of education with a mixture of enthusiastic hope and extravagant claims. Television was called by some the greatest promise for educational advancement since the invention of movable type. It was even suggested that television offered a means of superior education for all our citizens at a reduced cost. To you who know about television costs, and have been discussing them today, it is clear that with early friends like these, you have had little need for enemies.

But without doubt, it is the hope of us all that educational television serve all the people of the United States. This was clearly the intent of the Federal Communications Commission in allocating a substantial part of the broadcast spectrum to education. It is also clear that the Congress, in passing the Educational Television Facilities Act, views educational television as a national resource, rather than as the province of any single sector or segment of our society.

Now how well, we may ask, has this resource served the entire population of the United States? As we examine more than a decade of educational television, you can point to real accomplishments, but also to less than complete fulfillment of the promise of this medium, in large part for lack of adequate financing. Tonight, let us speak of some ways of meeting this promise.

I need not describe to this audience the continuous growth of educational stations during the past eleven years, or to the increasing use of television in the schools, or to your unending struggle to finance a full program schedule devoted largely to in-school audiences by day and to a minority audience seeking cultural and instructional programs at night.

Nor do I need to tell you that some of you have sometimes been prisoners of myths about this medium which were imposed on you by the most ardent of your well-wishers.

One of these myths has been that of a huge, general audience yearning for a single alternative to the offerings of commercial broadcasting. As you examine surveys of your audience, you are aware that it is composed in large part of persons who have higher incomes than our average citizen, who read more books, attend more concerts, listen to more lectures. In brief, this audience probably has the least, rather than the greatest need for free instruction and information.

You have had imposed upon you the myth of the totally educated man emerging from television viewing. Proponents of this myth, of course, do not give their definition of the educated man; nor do they suggest why television should be able to produce a phenomenon that no single instructional resource has ever produced. Instead, they have called upon television for the impossible--as a sort of philosopher's stone of education.

You have also had to struggle against the myth that effective television learning requires nothing more than a "Master Teacher," standing before a camera, and doing what comes naturally. This myth denies the knowledge and skills which you, as educational broadcasters, have concerning effective communication through this medium. It severely limits the range of approaches which you could otherwise bring to education.

But instead of dwelling further on past mythology, let me turn tonight to an ever-growing challenge to education, one to which educational television may provide a unique response. This is the challenge to use education as an instrument to meet urgent social and economic demands of our time.

Education today continues to be vitally concerned with the liberally educated man and the goals of self-realization. But more and more, it has become apparent that educational resources can and must contribute to the direct resolution of problems which impede our social and economic growth.

In the Economic Opportunity Act, in his major concern with eliminating poverty on the road to "the Great Society," President Johnson has called unmistakably on education as "the first work of our times." Let us explore some aspects of this challenge which appear particularly suited to the character of television.

Even to one who is not intimately acquainted with the art of the educational broadcaster, it is clear that television has unique contributions to make to this program of social and economic redevelopment.

First, television is uniquely suited to the task of carrying instruction to the learner, rather than imposing upon him the need to seek out educational facilities.

Second, television can reach large numbers of persons widely separated in time and space.

Third, television permits the blending of many talents--scholarly, artistic and technical--to reach a definable audience in the most effective form.

Fourth, television probably has as extensive a body of research on its instructional effectiveness as any educational resource ever had. I have been informed that more than 400 separate studies have been conducted on the comparative effectiveness of television for education, in addition to the extensive literature on educational motion pictures which can be turned to your purposes.

If we examine the program schedule of a typical educational television station, would we find these technological advantages brought to bear on the alleviation of poverty? I suspect that we will find seminars and discussions on the impact of automation on society, or documentary reports on urban redevelopment projects. But how much of our present broadcast week is intended to reach the impoverished, the unemployed, the cast-offs in our city slums?

I urge you to consider whether this medium, with its unique potentials, can provide direct or supplemental instruction leading to fuller employment and a better life for these American citizens? And I also suggest that this medium, in creatively meeting this challenge which concerns so many American communities, will in turn receive and merit the vital support it must have.

If we employ television as a major instrument in the war on poverty, I see several areas for great and particular service. First, let us consider the assistance which television can provide in the task of eliminating illiteracy.

In a time when we speak glibly of our universal, free, public education system and of a continually rising level of education, it is estimated that there are more than 11 million adult functional illiterates in the United States. Unable to read, they are cut off from the opportunity to get and hold a job which will permit them to live above a marginal level. They cannot, as you and I, read the "Help Wanted" columns of our newspapers, or the street signs which will direct them to the employment office.

In Italy, I have been told, a nationwide literacy campaign has been launched through television. In the United States, we have seen several important pioneering efforts.

Using the experience so far gained, can we develop a large-scale effort to make our Nation fully literate? Can we design better literacy programs with the aid of continuing research? Can we be more effective in coordinating television materials with other educational and community resources? And if we do, can we successfully meet this stubborn and resistant problem? I think we can.

Beyond the development of literacy, there is also a need to broaden our concern for the under-educated adult to include broad basic education, including mathematics and health. And here, again, I think educational television can serve.

A second area in which the advantages of television can be brought to bear is in assisting in the retraining of the technologically displaced worker.

All too frequently a semi-skilled or skilled craftsman has become an unemployment statistic through changing economic patterns and new production techniques. Often the need is greater than to provide training in new skills alone. There must be a better recognition of the impact of change on the world of work.

Television programs developed in one area may frequently serve persons located in other parts of the country. In other places, such as in Appalachia, an entire region is depressed and regional redevelopment is needed. Here television, with its ability to leap across manmade boundaries, may provide a means of revitalizing an entire region.

The Manpower Retraining and Development Act authorizes the Federal funds for the retraining of displaced workers. But how often have those funds been used to explore the role of television for training purposes? The Vocational Education Act also authorizes funds for research and development projects in vocational training. Is it not possible and proper to employ some of these funds to apply what is already known about skill training through television and film and to develop new and promising techniques in using educational television for vital social purposes?

Third, I would speak of the slum school and what television might offer.

We are beginning to learn the problems of the slum school, in which perhaps six hours a day of school work are pitted against the total experience of the child and his family. Traditionally, the experience of the slum holds out little chance for a better life next year than this. Now we are hoping to change that tradition.

For years, we have told ourselves that these children of poverty are uneducable, or that their parents are not interested in what education could offer. Today's current events--from the civil rights movement to our experience in giving these children the best of education--now clearly reject our prejudices.

Television, I suggest, provides a means of augmenting the influence of the school in the slum and of involving the parent as well as the child in society's efforts to redress our failings of the past.

Recent studies have demonstrated the instructional benefits of television as a means of encouraging the participation of parents in the school's educational program for children. Although reports thus far available have concentrated on bringing television, the school and the parent together for foreign language instruction, we might well explore whether similar techniques can be used in educational television for citizenship and economic security.

These are but a few of the problems to which education at large is addressing itself and to which educational television might provide a partial response. The educational broadcaster, working in concert with the schools, social and community agencies and others, is capable of determining how to make television's response a vital and meaningful one.

Now, speaking as an educator, I should like to discuss a few factors which probably need to be considered in using television for these purposes.

First of all, the audiences for programs designed for an impact on poverty are obviously different from audiences which have usually been attracted to educational television. The objectives to be attained from such television programs, therefore, will probably tend to be more specific than those of most current programs.

This suggests the need to define the audience for a specific program or series in much more detail than is usually done. It is probable, for example, that there is no one single audience of adult illiterates, but a number of different audiences, each with different needs and motivations. It seems evident, then, that we must identify the similarities and differences among these audiences before we can determine whether a single instructional approach will serve them all.

These same considerations would also apply to the technologically unemployed to using television to extend the influence of the schools in the central core of our cities.

What we know "for sure" is that these are not the same audiences which usually seek out the programs of local educational television. We are all acquainted with the teacher's dictum: "Start where the pupil is." A major problem, then, is to learn where these new pupils are and who they are in order to design programs for maximum effectiveness. This will call for a close working relationship between educational television and health, welfare and other social agencies in our communities.

There is also need for full and cooperative discourse between the capital "E" educator and the educational broadcaster to determine how television can play its fullest role in alleviating social and economic ills. The school administrator and the curriculum supervisor will need to accept the possibility that effective instruction by television may require far more than merely putting on camera what would normally be seen through a classroom lecture. Here the broadcaster himself must teach his own art--that the scope, sequence, and rhetoric of a televised lesson must grow from the characteristics of the intended audience and the educational objectives to be attained.

It may also be necessary for schoolmen to recognize that assessing the effectiveness of televised instruction may not be accomplished by the same types of evaluation normally used in the school. The educational broadcaster, in turn, must be equally amenable to tailoring his medium to the demands of the educational objective. Working together--and following the model of the good tailor who cuts the suit to fit the man--I am sure that such programs will teach.

It is also important, I suggest, that all of us forego our preoccupation with television as an alternative to other methods of instruction. Instead, we need to look at television as an articulated component in a sound instructional system. In the orchestration of the school, the library, the teacher, and the independent study of students, television can add a new dimension of effectiveness in learning.

Resolution of social and economic problems through the use of television must, of necessity, be based on sound research. Especially since World War II, we have acquired ample research on the production and use of motion pictures and television for education. Much of this evidence can be applied directly to the design of new programs for new audiences.

But, the time is past when research can tell us whether television can teach. This we already know. What we need now is research to tell us how television can teach best. In this effort, the Office of Education can provide funds for experimental studies through the Cooperative Research Program and the new Educational Media Research Program authorized by Title VII of the National Defense Education Act.

What I have described tonight is a problem confronting education as seen from the viewpoint of an educator and a Government official. My comments are those of a school man who believes in the potential of television for education and hopes to see that potential fully achieved.

How this can be done relates, of course, more closely to your competencies than to mine. Educational television can now become truly three-dimensional. To formal classroom instruction and general programming, we may now add community service programming.

As you turn your attention to this new challenge for television, I have no doubt that you will demonstrate the capabilities of this medium learned during the past difficult decade of birth and growth. More important, you will earn the lasting gratitude of our Nation.

-oo0oo-

Conclusions and Recommendations

The Discussion Agenda was developed to include all issues that bear on the financing of educational television stations. As a result, some of the items did not call for specific conclusions or recommendations, and they were included for exposition or as discussion catalysts.

Some of the items, on the other hand, called specifically for recommendations; these "action items" were as follows:

Agenda Item	Topic
A-2	The Future Role of National Educational Television, New York, N.Y.
A-4	The Need for a National Instructional Television Library
A-5	The Need for a National General Exchange Library
A-6	The Use of Federal Funds for Community Service Programs
A-7	The Need for a National Fund Raising Organization
A-8	The Use of License Fees for Television Sets
B	Regional and National Interconnection - Advantages and Disadvantages
C-4	Is Subscription Pay-As-You-See Television Possible for ETV Stations?
C-5	The Possibility of Endowment for ETV Stations in Similar Fashion as for Land-Grant Colleges
D-4	The Need for an Official Endorsement of Educational Television Stations by Fifty or More Appropriate National Associations and Organizations
D-5	White House Conference or National Citizens Conference 1966 or 1967
D-6	Appointment of a National Citizens Advisory Committee for NAEB-ETS

Each room developed statements pertaining to the action items. The recorders submitted the recommendations of the ten groups, and a speedy, informal synthesis was made during the conference. At that time, it was found that high priority was given by most groups to the appointment of a Presidential Commission on Educational Television.

At the final general session, the synthesis was presented, and general approval was apparent. The Washington Conference adjourned in the afternoon on December 8, 1964.

During the next number of months, a formal synthesis of conference recommendations was developed. This was sent to all governing boards, with the request that each station's board consider the topics and comment on the conclusions of the Washington Conference. There has been general consensus among all educational television stations, and the following statements can be considered as conclusions and recommendations of the Conference:

Agenda Item A-2 **The Future Role of National Educational Television, New York, New York**

Much greater support must be found for national programming services - such as N.E.T. - which are so indispensable to educational television stations. New agencies should be developed as appropriate and required. Different approaches to programming concepts are necessary.

Agenda Items A-4 and A-5 **The Need for a National Instructional Television Library**
The Need for a National General Exchange Library

Long-range support must be found for exchange libraries since service of this kind is vital. Both instructional and general exchange libraries must be developed, as well as means of continuing support.

Agenda Item A-6 **The Use of Federal Funds for Community Service Programs**

(The subject of federal, state and local funds for ETV stations was raised by every group on numerous occasions throughout the conference. It was pointed out that the total operations of certain university, school and state commission ETV stations are presently supported by tax funds, while others have been - or are now being - built or enlarged with federal and state funds provided by the ETV Facilities Act. Most conferees agreed that federal funds should not be used for programming in any type of formal education.)

With proper controls to assure freedom of content, educational broadcasters should look to the federal government for partial support in development of community service programs, such as health, vocational rehabilitation, water pollution, etc.

Agenda Item A-7 **The Need for a National Fund Raising Organization**

National fund raising for educational television stations must not impinge on local drives. An advisable action would be to centralize the effort but not the actual drives.

Agenda Item A-8 **The Use of License Fees for Television Sets**

Taxes and/or license fees for owners of television receivers, as means of support for educational television stations, are not feasible at this time.

Agenda Item B — **Regional and National Interconnection - Advantages and Disadvantages**

Interconnection is vital to educational television stations, and should be implemented first regionally and then nationally. Money for facilities should be from public sources (e.g. federal and state agencies, as with the present ETV Facilities Act), and consideration might well be given to public support of non-programming, technical aspects of the network operation.

Agenda Item C-4 — **Is Subscription-Pay-as-you-see Television Possible for ETV Stations?**

Educational television stations cannot be supported, at this time, through a pay-as-you-view system.

Agenda Item C-5 — **The Possibility of Endowment for ETV Stations in Similar Fashion as for Land Grant Colleges**

Libraries, schools and many universities are supported by public funds. The idea of public funds for endowment of educational television stations - similar to the "land grant" idea for colleges - is worth pursuing.

Agenda Item D-4 — **The Need for an Official Endorsement of Educational Television Stations by Fifty or More Appropriate National Associations and Organizations**

The need for endorsement by selected national associations and organizations is real, and such endorsement must be stimulated on a long-range basis.

Agenda Item D-5 — **White House Conference or National Citizens' Conference 1966 or 1967**

Immediate attention should be given to the appointment of a National Commission to make recommendations for educational television, after intensive study of a year or more. Its mandate might well be to answer one question: what are the ways and means by which educational television can become a permanent instrumentality in our society?

Agenda Item D-6 **Appointment of a National Citizens' Advisory Committee for NAEB-ETS**

An advisory committee, composed of citizens knowledgeable in the field of ETV, is needed to provide guidance on major policy matters for NAEB-ETS.

There is no doubt that the financial structure of educational television stations is critical at this time. The urgency is felt by both the licensees and the station managers, and interest is extremely high in moving toward permanent solutions.

The effects of the Washington Conference on the Long-Range Financing of Educational Television Stations undoubtedly will be felt for years to come. This meeting was a milestone in the history of educational breadcasting.

THE FINANCING OF EDUCATIONAL TELEVISION STATIONS

APPENDICES

Appendix A: Financial Questionnaire

Appendix B: Conference Study Materials

Appendix C: Complete List of Delegates and Guests, Washington Conference

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APPENDIX A

ANNUAL REPORT OF EDUCATIONAL TELEVISION STATIONS

This Report is for the period beginning__________, 19___
and ending__________, 19___

1. Exact Name of Licensee:______________________________
2. Address of Licensee:______________________________
3. Station Call Letters:__________ Channel__________.
4. Station Location (City)______________ (State)______________
5. Licensee also owns the following stations for which separate reports are filed:

Call Letters:	__________	City:	__________	State:	__________
	__________		__________		__________
	__________		__________		__________
	__________		__________		__________

6. Person in charge of correspondence regarding this report:

Name:______________________ Title:______________________

Address:______________________________

SCHEDULE 1 PROGRAMMING

1. Number of days per week on the air: __________
2. Number of hours per day on the air: __________
3. Number of months per year on the air:__________

4. Approximate percentage on in-school programming:__________
5. Approximate percentage of locally originated programming:__________

SCHEDULE 2 TANGIBLE PROPERTY OWNED AND DEVOTED EXCLUSIVELY TO BROADCAST SERVICE

Item	Total Cost (a)	Balance in Depreciation Acct. (b)	Cost After Depreciation (a) minus (b)
1. Land, land improvement, building..			
2. Tower, antenna, transmitter systems			
3. Studio, Technical, production.....			
4. All other property................			
5. Total, all property...............			

Do not fill in line 1 if land and building are part of a larger institution.
If there is no account for depreciation or amortization, so state in Column (b)
Line 4 should include fixtures, office equipment, etc. Use dollar figures only.

SCHEDULE 3 PERSONNEL

Indicate the number of people in each category who work for the station, regardless of the origin or amount of their salaries.

		Full Time	Part Time
	Engineers		
1.	Licensed by the FCC		
2.	Not licensed by the FCC		
3.	Production Personnel		
4.	Television Teachers		
5.	Artists and Helpers		
6.	Administration (Professional)		
7.	Administration (Clerical, etc.)		
8.	Other (e.g. Promotion, etc.)		
9.	Total, All Personnel		

Count employees as "full time" when they are employed for the normal work week of the station. If employees are assigned to more than one department, report them in the department in which they serve most of the time. Television teachers (Line 4) are those who contribute professionally to instructional programs, regardless of whether they appear before the camera. Include cameramen in Production Personnel (Line 3) unless maintenance tasks are their primary duties.

SCHEDULE 4 STATION EXPENSE

		Expense
	Capital Outlay	
1.	New Equipment.....................................	
2.	Replacement of Old Equipment	
3.	Expansion of Facilities	
4.	Personnel Salaries (Full Time)	
5.	Personnel Salaries (Part Time)	
6.	Overhead (Heat, Light, Easements, Rent, etc.)	
7.	Engineering Supplies (Tubes, test equipment, etc.) ...	
8.	Program Acquisition (Other than through affiliations .	
9.	Regional and National Affiliations	
10.	Office Supplies, Travel, Miscellaneous	
11.	Other (Describe if more than 10% of total expenses) ..	
12.	Total, Station Expense................................	

Line 8 should include fees paid to regional or national program services or commercial vendors providing program material. Line 9 should include costs of membership in professional organizations. Use dollar figures only.

SCHEDULE 5 STATION INCOME

		Income
	For Services Rendered by the Station	
1.	Universities	
2.	Local Boards of Education	
3.	Other Program Contracts	
4.	Other Services	
5.	Total, Services Rendered	
	As a Result of Direct Budgeted Support	
6.	State Appropriation	
7.	Local Boards of Education	
8.	University or State University	
9.	Other Direct and Budgeted Support	
10.	Total, Direct Budgeted Support	
	As a Result of Gifts, Grants or Donations	
11.	Subscribers and/or individuals	
12.	Grants from the Federal Government	
13.	Gifts or Grants from Foundations, Industry, etc.	
14.	Other Gifts or Donations	
15.	Total, Gifts, Grants and Donations	
	Other Income (Describe if more than 5% of Total Income)	
16.	______________________________ ______________________________ ______________________________	
17.	Total Station Income	
18.	Estimate of Value of Services Rendered by Volunteers or Workers paid for by Other Agencies	

Lines 1 through 5 refer to payments received as the result of contracts or specific services rendered by the station. Lines 6 through 10 refer to direct support made possible through prepared budgets, appropriations, etc. Line 16 should include descriptions and values of material and equipment donated to the station. Use dollar figures only.

APPENDIX B

The opinions expressed in all position papers are those of the authors only and in no way support or refute stands of any organization, including NAEB-ETS. These papers are included only for purposes of stimulating thought and discussion.

STUDY MATERIAL

Each of the following pieces of study material has been selected or written to bring you up to date on certain issues bearing on the financing of educational television stations, and to present you with the opinions and suggestions of some interested parties. In order to participate fully in the group discussions, you should read each piece carefully.

Educational Television - A Background Statement by Dr. Frederick Breitenfeld, Jr., Project Director, NAEB-ETS.

This has been written to give you some particulars pertaining to the development of educational television stations, the different types of licensees and a general idea of the various ways in which each finances its operations.

Educational Television's Dilemma (What Is Happening To The Dream?) by Arthur Hungerford, Associate Professor, Penn State University.

Professor Hungerford, who has been in the educational television movement for over twelve years, feels that an important philosophic and practical decision must be made before educational television stations can become part of a sturdy American instrumentality, Among other things he wonders if some form of federal aid is the answer to the financial questions that haunt ETV stations.

Address by E. William Henry, Chairman, Federal Communications Commission.

In this important speech, the Chairman of the Federal Communications Commission suggests that commercial broadcasters have a responsibility in helping educational television stations. He asks for generosity not yet seen.

The Future Of Educational Television - Analysis and Recommendations by Hartford N. Gunn, Jr., General Manager, WGBH-TV-FM, Boston, Massachusetts.

This is the digest of a 102 page document written by the general manager of Boston's station WGBH. In it, he outlines the philosophic bases for public service television, defines the role of educational television and concentrates in part on the matter of interconnection.

Big Brother's TV Set by William Benton

The question of subscription-television (sometimes called "pay-television"), is covered by Mr. Benton in this article. He says this is one means by which educational television operations could be supported in this country. An excerpt from a trade journal is attached, describing the recent California decision that such a system actually entails legal considerations.

License Fees For Radio And Television Sets by Eugene Pons.

The European Broadcasting Union has given us permission to reprint segments of a very enlightening monograph. In this reading, you will see descriptions of how other countries have developed support for public service broadcasting through public taxes on television receivers.

A Statement by Loren B. Stone, Station Manager, KCTS-TV, University of Washington, Seattle, Washington.

Mr. Stone feels that a broad local tax base is the best foundation for the permanent financial stability of educational television. He supports his case in this article.

Revolution Or Menace? Community TV Rocks Industry by James D. Cary.

This article, which was originally an Associated Press release, describes the community antenna systems which are increasing rapidly in many sections of the country. The relationships between CATV and ETV stations need careful consideration.

This position paper is for use at the December 7-8, 1964 Conference on the Long-Range Financing of Educational Television Stations. The opinions expressed in it are those of the author only, and in no way support or refute stands of any organization. The paper is included for purposes of stimulating thought and discussion.

EDUCATIONAL TELEVISION - A BACKGROUND STATEMENT

by Frederick Breitenfeld, Jr.

The commercial potential of television was recognized by American businessmen soon after World War II, and no less than 108 licenses were granted by the Federal Communications Commission by 1948. The scramble for construction permits was so frenzied, in fact, that it wasn't long before technical questions of channel assignments, frequency bands and the future of color television became critical. The FCC was forced to take action, and in September 1948, it issued a Report and Order, temporarily halting action on proposed station construction while it examined the existing Table of Assignments. No licenses were granted for almost four years, and the period became known to broadcasters as "the freeze."

Due to a small number of people from the National Association of Educational Broadcasters, the United States Office of Education and other organizations, an effort was made during this period to interest the educational establishment in the idea of television in education. After the famous Television Programs Institute at what was then Pennsylvania State College, educators began to realize the power of the medium in serving educational ends. With the aid of the Fund for Adult Education, established by The Ford Foundation in 1951, the National Association of Educational Broadcasters, and other agencies formed for specific purposes, such as the Joint Council on Educational Television, the early planners aimed at convincing the FCC that channels had to be set aside and reserved for educational use. Ultimately, many witnesses appeared before the Commission, and almost a thousand written statements were submitted by institutions and public service organizations. As a result, in 1952 the FCC issued its famous Sixth Report and Order, in which it set aside 242 channels for educational television. The number has since been raised, but the point was made that the public interest would be served by withholding channel frequencies for noncommercial educational television. The move was not without opposition, of course, and the Commission was taking a chance that educational institutions would get the money, and therefore the talent and imagination to take full advantage of the reservations.

ETV became a reality, marking the beginning of a new era in American education. The significance of the Commission's action has been compared to that of the Morrill Act of 1862 that created the Land Grant College system in this country. Since 1952, ETV has grown steadily, though perhaps with some hesitations along the way, and even some pain. Today, close to one hundred noncommercial educational stations are on the air, and estimates indicate that the number will double in another five years.

Section 6.321 of the FCC Rules makes two things clear: (1) educational television licenses will be granted only to non-profit educational organizations, and (2) such licenses must be used in serving the educational needs of individual communities and in furnishing a non-profit and noncommercial television broadcast service.

In the early days, the educational television movement was supported almost entirely by private funds. It was the Fund for Adult Education that poured twelve million dollars into ETV over a ten year period, with other foundations, industry, commercial broadcasters and individual citizens adding to that. Private funds started the original National Educational Television and Radio Center, now located in New York City and called National Educational Television. Though N.E.T. provides much of general programming for stations across the country, it is still largely dependent upon The Ford Foundation, and the generosity of other private donations and grants.

Early station activation, along with the necessary task of enlightening local communities and educators to the point of understanding what ETV could do, were also handled by private funds. The United States is the only country in which this financial basis for educational and informational broadcasting has been used.

The "educational needs of the community" are wide in scope, and certainly the public schools are to be included. One of the services rendered by educational television stations became that of classroom instruction. Through the middle 1950's the stations that went on the air began to realize that service to local boards of education -- in providing formal instructional programs for classrooms -- was not only a legitimate way to serve "educational community needs," but, importantly, it was also a way to obtain financial support.

This instructional television, not only for schools but for colleges as well, has become an important part of the parent educational television. Instructional television meets a need and financial gain is realized through it. Today, approximately half of the programming in educational television stations across the country is of the instructional or "in-school" variety. (This brings up interesting philosophic and practical questions. These are handled in an interesting manner by Professor Arthur Hungerford, whose position paper is included in the study materials.)

There are a variety of ways in which a local educational television station can be paid for its services to local schools and colleges. In some instances, boards of education appropriate money to stations; in others, an assessment is made on the basis of the number of students served; in still others, payment is made according to a "per session" or "per course" arrangement. Regardless, one fact remains clear: in-school broadcasting is one of the few means of support that educational telecasters have found to be continuing and assured.

There are other sources of income for ETV stations, though they can seldom be guaranteed in advance. In a study sponsored by National Educational Television a few years ago, actual income figures were investigated. For 51 stations responding at that time, income was shown to be divided as follows: 57% from tax sources (public schools, boards of education, state universities, state, county and city appropriations), 20% from private sources (colleges and universities, business and industry, civic groups, local foundations and individuals), and 23% from special sources (funded projects and contracts). These percentages represent generalizations, to be sure, but they show the variety of tenuous sources to which educational television must turn for financial support.

Basically, there are four types of ETV licensees. Each has its own problems of financing, and each finds a way to operate.

Boards of Education, public school districts and even individual schools have been granted licenses. Here, the goal is primarily to make more efficient the teaching of school children. The boards set up the administrative structures by which the stations are to operate, and the orientation is strongly toward formal instruction. Operational costs are taken care of in the annual budgets that the boards develop. In some cases, the stations broadcast training programs for teachers after the normal school day. In others, however, the stations cease broadcast operations soon after school is out each day, and transmitters are not turned on again until the following morning. Weekends, of course, find the stations ominously silent.

Another type of licensee is the institution of higher learning, Again, the commitment to a large degree is to formal instruction, both for the owner institution and public schools. The station is usually attached in one way or another to an academic department of Radio-Television, and the production crews are often students of broadcasting.

Budgets for these stations are submitted annually, in the same manner as with other university services. It is extremely difficult, under many of these circumstances, to estimate depreciation costs, building maintenance charges, overhead, and in some cases even salaries, since faculty members often accept the teaching of televised courses - or the responsibility for the management of the stations - as part of their normal duties in various departments.

Many university stations devote a portion of their programming to community services, but certainly not because there is much hope for any sort of remuneration. Sometimes, university stations earn money through production or research contracts, but in general most of the annual costs are handled in one way or another by university comptrollers. How much money a university station spends in a given year is not necessarily dependent on factors having to do with the educational needs of the surrounding community.

A third type of licensee owns what is called a "community" station. In this case an educational television corporation is formed and it is dedicated solely to the activation and operation of an ETV station for the entire community. The board of directors is usually a group of interested and dedicated citizens representing the community's educational establishment, industry and civic organizations. At first glance -- and sometimes at second glance -- there seems to be no visible means of support for this admirable enterprise, except for financial arrangements with schools and colleges. Once the station is in operation, at which time almost half a million dollars has already been spent, sources of income are varied and constantly changing. Individual grants and donations, gifts from industry and private foundations, the sale of subscriptions to the station's periodical and schedule, production contracts, financial arrangements with boards of education, local fund drives, and sometimes even less conventional means of obtaining money, are used across the country in supporting community stations. The number of community stations is not increasing as fast as that of school and university stations.

The fourth type of licensee is a state commission or authority. Several stations may fall under the aegis of a single state agency, and in some cases regional networks have resulted. The money is sometimes available through state law, and each year stations must submit budgets and then wait for the legislature to act. In other cases state funds support only the operation of the commission itself. As with other stations, some income is realized through production contracts and arrangements with local schools and colleges.

The financial problems shared by all educational television stations thus have some fascinating differences as well as one obvious similarity -- not enough operating money. Whatever the sources of income, educational television stations have too little.

Still, the number of stations is increasing, and the family of educational telecasters is growing. The problems of expansion faced by the educational television movement have become national, as reflected by activity on regional scales. There are presently two educational television networks - the Eastern Educational Network and Midwest Educational Television - and there are three exchange libraries. The Center for Instructional Television is connected with the EEN, located in Boston; the Great Plains Instructional Library Service is housed at the University of Nebraska, and the National Instructional Television Library is presently in New York City.

Federal legislation over the past few years indicates that the American people are concerned with educational television in this country.

The National Defense Education Act contains several areas of specific interest to educational television. Through Title VII, 8 million dollars for research in television and other media has been forthcoming, providing opportunities for us to gain new perspectives in teaching technology.

The All-Channel Receiver Act will ultimately make more equitable the competition for audiences among all forms of television stations. This will have a direct bearing on ETV financing, though the full effects of this legislation will not be felt for some years.

The ETV Facilities Act provides federal money for construction and expansion of educational television stations. This was a 32 million dollar breakthrough for ETV, and such an act of Congress would have been unheard of a short ten years ago.

The future of educational television will depend upon a number of factors, but the most critical, the most basic of them all, is the question of a sturdy financial structure for stations.

In these first ten years educational television has come into being and has shown that it can survive. In these next ten years it must prove itself to be a permanent and strong American institution. Newton N. Minow, in his recent book titled "Equal Time," suggests how ETV must "succeed":

> ETV must guard against frequent by-products of its noncommercial structure: dullness and pomposity. ETV requires showmanship, whether in a lecture on Senegal, a class in fourth-grade arithmetic, a dance recital, a symphony concert or an experimental drama. Low budgets may dictate Spartan production, but they must not be used as an excuse for pedestrian programing if educational TV is to succeed.

> And "succeed" means reaching full growth, realizing its full potential for bringing us a world of sight and sound, experience, enlightenment, stimulation--a world that will remain unseen, unsought and unknown for most of us if it is not delivered with professional competence into our homes and classrooms on the television screen.*

---

*Newton N. Minow, Equal Time, ed. Lawrence Laurent (New York: Atheneum, 1964), p. 200.

This position paper is for use at the December 7-8, 1964 Conference on the Long-Range Financing of Educational Television Stations. The opinions expressed in it are those of the author only, and in no way support or refute stands of any organization. The paper is included for purposes of stimulating thought and discussion.

EDUCATIONAL TELEVISION'S DILEMMA
(What is Happening to the Dream?)

By

Arthur Hungerford
Associate Professor
Penn State University

Educational television broadcasting, on the threshold of multi-million dollar expansion, is schizophrenic. The reason is its reluctance to answer a two-pronged question: should it align itself principally with the formal educational system, or should it commit itself to becoming a broad cultural service - an "alternate" system to the present system of commercial broadcasting?

A choice must be made. There are not enough standard broadcast channels (Channels 2-83) to permit full development of a multi-channel formal educational service to the schools. Postponing the proper financing of the other facet -- cultural and informational broadcasting -- can only result in continued under-development of an effective "alternate" non-commercial system.

A choice must be made now, and it should be a studied choice, before the number of educational television stations increases to a point where the die is cast, and before it is too late to establish a national philosophy for broadcast educational television and a sound pattern for financing it.

Already 125,000,000 Americans live within the coverage areas of more than 90 educational television stations. By 1970 there will be 200 ETV stations, the projected increase being a result of Federal legislation. On May 1, 1962, President Kennedy signed into law the Educational Television Facilities Act (PL 87-447) authorizing federal grants for the establishment of new educational television stations and for increases in the coverage of present stations. Up to $1,000,000 per state was authorized, with the federal money to be matched dollar-for-dollar by state and local funds. Appropriations under the Act had totaled $4,000,000 by the end of 1963, and $7,000,000 more may be allotted by the end of fiscal 1964. When fully implemented, this Act will result in a commitment of $100,000,000 (federal plus state and local funds) to the development of educational television. This is three times the present accumulated investment in ETV stations.

ETV is on the threshold of its greatest growth.

It will soon be a $150,000,000 enterprise.

The capital and operational budgets of typical ETV stations do not -- and probably never will - match those of their large commercial cousins, but this does not detract from the importance and magnitude of their missions.

According to the National Educational Television and Radio Center 1), the median ETV station costs $500,000 to build. Operational expenses vary considerably, with the majority spending between $100,000 and $400,000 annually. (Most spend about $250,000 a year.) These figures contrast markedly with those of the average commercial television station, which grosses $1,500,000 annually. Network-owned stations do much better than this -- about $13,000,000 annually -- and, incidentally, return a gross profit of 37 percent on sales. 2)

Basically, there are two philosophies underlying the present ETV broadcasting service. According to one, ETV should become an extension of the educational FM radio service, which would bear some resemblance to the Third Programme of the British Broadcasting Corporation's radio division. This would be a cultural and informational television service. According to the other, the contribution of educational broadcasting should be in the more formal instructional settings, and this would be a television service primarily in cooperation with schools. Most ETV leaders try to serve both masters -- formal educational broadcasting and cultural or informational broadcasting.

Newton Minow, former Chairman of the Federal Communications Commission, sees great hope in a strong educational television network. Recently, he said, "A first rate educational network could be the most significant development in the broadcast field in the next decade and perhaps in the next half-century. Free from commercial inhibitions, it could provide the experiments and discoveries needed in the medium." 3)

It is a fact, unfortunately, that when the going gets rough, educational television stations often retreat from their cultural role -- and from Mr. Minow's challenge -- for the same reasons that commercial broadcasters do: money.

When financing becomes difficult -- and this is practically always -- educational television stations, regardless of ownership, tend to seek the solid base of support of which schools, colleges and universities are capable of providing. All station owners, be they schools themselves, institutions of higher learning, community ETV organizations, or state commissions, have found that the one assured and continuing source of support for ETV stations is in the arena of formal instruction. Thus, program schedules are heavily oriented toward classroom television from grammar school through college;

programming analyses across the country show that approximately one-half of all ETV programming is of the in-school variety.

This dichotomy of ETV -- or schizophrenia -- has always been a difficult problem. Jack Gould, Television Critic of the New York Times, in commenting upon the relationships between commercial and educational television wrote, "The well-being of neither form (educational or commercial television) will be served if educational television abandons its goal of a broad cultural service and settles for the less troublesome field of narrow direct teaching."4)

Gould's position does not rule out in-school television. There is no question that it has a future based upon need. To the degree that ETV stations serve this need for direct instruction and enrichment, they are financed by the same sources that currently support the schools -- local and state governments. Undoubtedly, in-school television has great potential. With already overloaded facilities, ever increasing student enrollments, and "unequal" educational opportunities, it is anticipated that every school system of any size may need the equivalent of several television stations to send to classrooms simultaneous lessons in a wide variety of subject areas. But it is not necessary -- and it may not be desirable -- that formal education make extensive use of standard broadcast television channels.

In July 1963, the FCC , recognizing the needs of the schools for multi-channel service, set aside 31 channels in the 2500 megacycle band for the exclusive use of educational institutions. The new band of frequencies gives plenty of room for sending out several simultaneous transmissions so that each school can have a considerable choice of lesson materials. This flexibility is not possible with standard broadcast channels. There just are not enough of them under the present allocation plan.

Because ordinary home receivers cannot accept signals from stations operating in the 2500 megacycle band, the educators have, in effect, private facilities that will give them a maximum of academic freedom. They will not have to worry about what a lay audience might think about the programming, as they might when using standard broadcast channels.

FCC Commissioner Robert E. Lee has already indicated informally that educators will be encouraged to use the 2500 megacycle band for in-school television, thus releasing the standard broadcast ETV channels for programming to the home audience.

The availability of special channels for in-school television, and pressure from the Federal Communications Commission to use them, could arrest the ETV broadcasters in their retreat to the classroom. What will be left for ETV will be adult education and cultural and informational broadcasting, oriented toward the home viewer. Yet these are the very programming areas well known for difficulties in securing adequate financing.

Before discussing possible means for financial support for this ETV of the future, the need for it should be established.

Newton Minow holds that American television needs a greater variety of services. As a goal for the sixties, he proposes, "the availability of broadcast channels to as many commercial and non-commercial broadcasters in as many communities and areas as is technically possible." He continues, "We have sought to encourage many diverse sources of broadcast programs."5)

Minow favored the current trial of Pay-TV in Hartford, Connecticut, on the same grounds.

While diversity in numbers is not a new concept, it was the Minow administration that applied it most vigorously to the radio and television industry.

A proposal for "alternate" television was presented to the FCC when the reservation of ETV channels was first sought. The record of the hearings shows the following: "Among the subjects upon which the proponents of reservation presented evidence were: the potential of educational television both for in-school and adult education, and as an alternative to commercial programming." (emphasis added)6) The idea of "alternate" television was there from the start, and it was to be non-commercial. The FCC rules permit educational stations considerable latitude. "Non-commercial educational television broadcast stations may transmit educational, cultural and entertainment programs." (emphasis added)7).

The "alternate" concept implies competition for the viewers' attention. Just how far this should go is the subject of some controversy. Dr. Frank Stanton, President of the Columbia Broadcasting System, Inc. says, "It is overwhelmingly clear that educational television is one additional competitive factor that can give us the kind of prodding anyone needs in order to improve constantly. If we honestly believe in free competition, we should welcome educational television into free competition for the viewer's attention. We broadcasters ought not to take any satisfaction in educational television as a weak adjunct of commercial television, however true that may be today." 8)

A commercial broadcaster in Georgia sees things differently and has complained to the Chairman of the Board of Regents of the University of Georgia which operates the ETV facilities in the area. Broadcasting Magazine noted: " (He) was not objecting to competition for audience from ETV but felt stations built with state funds should not program entertainment on a regular basis. They should 'hew to their purpose of education'." 9)

When we ask if a cultural and informational television service is needed, we must ask the same question about libraries and museums. We must ask the same question about the National Parks. We do not have to be assured that 15,000,000 campers are in our parks on any particular night. These parks are provided for all, even though it may be the small minority that searches out the physical and spiritual benefits that come from close association with the natural beauties of our country. So it is with cultural and informational television. It should be there for those who will be nourished by it and for those who may learn of its value.

A recent study of the TV audience states that the average television viewer has a high school education and an average family income of $8,000 per year.10) There can be little room in such budgets for opera, symphony and theatre -- at least at current prices, nor can a high school education be presumed to have provided sufficient orientation in our cultural heritage.

August Hecksher, writing on the "Quality of American Culture," says, "An industrial civilization, brought to the highest point of development, has still to prove that it can nourish and sustain a rich cultural life. In the case of the United States, it is evident that cultural attainments have not kept pace with improvements in other fields. As the incomes of people have risen, a proportionate share has not been devoted to intellectual and artistic pursuits. As leisure has increased, so has the amount of time given to unproductive and often aimless activities."11)

Is the need for cultural TV being met by others?

Standing center-stage in the effort to supply worthwhile cultural and informational programming to the ETV stations is the National Educational Television and Radio Center with headquarters in New York City and video tape distribution facilities in Ann Arbor, Michigan.

As of the middle of 1964, NET began focusing all of its energies and funds on the problem of up-grading the quality of its service to 75 affiliated ETV stations. Five production units are preparing programs on public affairs and four teams produce cultural programs. The Ford Foundation has provided $6,000,000 for the year 1964. With this NET is providing 5 hours of new programming each week, or 250 hours for the year. These programs are video taped or filmed for distribution to member stations.

NET calls itself the "Fourth Network." Potentially, it is the "alternate" cultural and informational service in U.S. television. But even with the immense resources of the Ford Foundation solidly behind it, the proposed plans are inadequate.

Perhaps there is some consolation in the recent efforts of commercial broadcasters to step up programming of a cultural and informational nature.

Commercial broadcasters have achieved much. The opening of the new Symphony Hall at Lincoln Center on CBS; the NBC Opera series; and the fine documentaries produced by all networks -- mostly with generous budgets -- are worthy of the highest praise. So too is the coverage of President Kennedy's funeral. This showed a complete dedication to the public interest. Yet the usual proportion of cultural and informational programming is too small and much of it is not available in hours of maximum audience potential. Unfortunately, this situation is not likely to change very much.

Commercial broadcasting is principally a merchandising medium -- and very important to the health of our national economy. Networks feel that they must program to hold the same or increasing audiences over the entire prime evening time segment. Intense competition tends to produce conformity in content and monotony for sensitive viewers. We have a format of action and variety shows trying to get for each network all-of-the-people-all-of-the-time.

To push commercial television too far from its major purpose of entertainment and selling may result in damage to the economy and disapproval of the mass audience that likes things pretty much the way they are, according to Dr. Steiner. In addition, the networks are not so affluent as to be able to afford to increase significantly the proportion of cultural programming that may have less audience appeal. Networks make very little money on their network operations -- less than 3 per cent on sales, according to Broadcasting Magazine (1962 figures). Their principal profits come from station ownership and auxiliary enterprises.

Additional cultural and informational programming may be beyond the capabilities of either NET or the commercial networks, but is it beyond the ability of the American people to pay for it in some way? Hardly. The total gross business of commercial television broadcasting -- all based on advertising -- is only $1.3 billion, or less than one per cent of our gross national product. Surely, we can afford more for an activity that involves the average American one-quarter of his waking hours.12)

The pattern for the support of commercial television is clear -- it will continue to be advertising.

The pattern for the support of Pay-TV is clear -- if it is to become a reality in this country -- cash-on-the-barrel-head, as with the box office at the movies.

The pattern for the support of cultural and informational broadcasting utilizing non-commercial ETV reserved channels is far from clear -- particularly if the financial resources of formal education are diverted to the support of a private service in the 2500 megacycle band. It will not be advertising. The FCC Rules and Regulations forbid this. Almost as certainly it will not be a modified pay system. For the same reason that ratings on free commercial television show relatively small audiences for educational, cultural and informational programming, one could not expect a financial bonanza at the coin box.

Where, then, will the money come from? But first, a preliminary question: just how much money?

A full-blown non-commercial television broadcast service for the general audience will cost a substantial sum. The BBC, for instance, spends $60,000,000 on the established television service annually, and is preparing to invest another $25,000,000 in a second. The BBC also provides some television programming for schools in Great Britain, but the cost of this service is a very small part of the whole.

A popular half-hour American commercial television program, produced for telecasting in prime evening time on a national network costs about $50,000. Certainly programming on any "alternate" service hoping to attract substantial audiences should spend at least one-third as much -- $15,000 per half-hour, or $30,000 per hour. On an annual basis, this would total $44,000,000 based on 4 hours per night, 365 nights of the year. To this amount must be added the expense of syndicating these programs by video tape or by live networks to an anticipated 200 stations all over the country. If live networks are used, at least 5,000 miles of inter-city circuits would add another $1,500,000 to the bill.

To expect NET to evolve into a $50,000,000 annual enterprise, relying principally upon The Ford Foundation, seems unrealistic. Although this amount is well within the financial capability of this great foundation, there would be serious philosophical questions as to whether so important a service should look to any single foundation for its major support.

Dr. Stanton has stated that finance for educational television ought to be community-wide. He said, "It is important, and it ought to involve not just the educational and television worlds, but the churches, the civic organizations, the business community - the people." 13) This pattern is already typical for ETV stations in large metropolitan areas, i.e. Boston, Pittsburgh, Chicago, San Francisco and a dozen others. WGBH-TV lost its studios by fire in 1961. The response to the appeal for funds to rebuild was phenomenal. Over $1,800,000 was raised.

On the negative side, these community stations have considerable difficulty in raising sufficient funds for annual operating expenses. With the exception of WNDT, New York City, none of these stations seeks more than $1,000,000 per year while commercial stations in comparable markets gross in excess of $10,000,000.

Another unfortunate fact concerning the operation of most ETV stations is the high percentage of their total budgets that goes for technicians' salaries and other routine operating expenses. The machinery of television is costly to operate. Consequently, funds for the content of programs are usually insufficient.

It has been proposed that substantial support for ETV could be obtained by seeking underwriting for individual program series from industrial concerns. NET had considerable success with this approach in 1962, raising nearly $1,500,000. But there are difficulties. If large companies are to be expected to pay the production costs of educational television programs, NET must guarantee that the ETV stations will give these programs prime time exposure. Some ETV stations are very reluctant to comply. Furthermore, should this underwriting grow substantially, the commercial television operators may object. ETV would be competing for public relations and advertising funds.

John Fischer, editor of Harper's Magazine, proposed recently that the FCC collect rental fees from commercial telecasters for the use of television channels. This money would be turned over to a National Broadcasting Authority, carefully insulated from political domination. This NBA would produce fine cultural and informational programs to be carried by major networks in prime evening time.14)

How about the great state universities? To some extent, the television stations operated by such public institutions of higher learning can help. Part of their mission is to extend the resources of their campuses to all the people of their states. Many resources would fall into the category of cultural and informational programming and television is an efficient way of syndicating these materials.

But can state universities be expected to shoulder the cost of a full-fledged national non-commercial cultural and informational service? This seems doubtful. Higher education is caught in a financial squeeze with mushrooming enrollments. Where television has direct impact upon resident instruction and the extension activities of a state university, support can be expected. But beyond this point, hard pressed state legislatures are likely to be less generous.

It seems evident that we have reached some sort of crossroads in the development of educational television.

Has the time come to consider federal aid of a substantial nature?

There are many precedents for such aid, most of them in other countries. Government support of a television service is more the rule than the exception. Great Britain has the non-commercial BBC and the very commercial Independent Television Authority -- two parallel systems. France is totally non-commercial and government dominated. Canada and Australia have combinations of private enterprise and government operated facilities.

Perhaps the best example of government supported non-commercial television broadcasting -- in terms of philosophic concepts compatible to those of the United States -- is the British Broadcasting Corporation. BBC operates with a high degree of freedom from governmental interference. The reserve control powers are absolute but they are rarely exercised except in times of emergency.

Of course, there are precedents in the United States also. In December 1963, Congress passed the $1.2 billion aid to higher education bill, providing construction funds and assistance in other capital expenses and student loans, thus bridging the gap between the educational system and federal support. In educational television the gap was bridged by the ETV Facilities Act of 1962. So the precedents have been set for seeking additional funds for ETV.

The most appropriate uses of these funds would be to support the purely technical operations of ETV stations. The cost of technicians, production assistants and other supporting expenses, forms a substantial part of ETV station budgets -- as much as 90 per cent in some cases. Help with these non-programming costs would free local and state financing to be concentrated on programming materials. This would preserve the pattern of local control of program content. Even now, with only 80 stations and average budgets of $200,000, the technical and other non-content expenses total $12,000,000, taking these costs conservatively as 95 per cent of the typical ETV station budget. If these costs could be covered through federal aid, money would be freed for programming.

The danger of federal control of programming under this plan would be very remote -- certainly less serious than the potential danger of program control by industrial enterprises which might agree to underwrite programs directly.

Even today, ETV stations are spending an average of $150,000 each on non-content costs or a total of $13,000,000 nationally each year. If, by matching federal grants, these funds could be used to augment the present sparse programming budgets of ETV stations, ETV would improve immeasurably. Now add Ford's $6,000,000 for NET, plus the present local expenditures for program materials ($50,000 per station, on the average, or $4,000,000 nationally), for a total of $23,000,000. This figure approximates the proposed budget of the second television service of the British Broadcasting Corporation, and it would represent a realistic beginning for a truly effective national cultural and informational television service in the United States.

Without such federal support it is very hard to see how sufficient funds can be found to create a really important non-commercial service.

Possible Next Steps

The present system of television broadcasting in America grew out of the commercial radio model which, in turn, evolved quite by chance. When radio broadcasting began in 1922, there were two basic and diametrically opposed philosophies concerning broadcasting. The American Telephone and Telegraph Company saw broadcasting as a logical extension of the telephone. With radio, one could speak to many persons simultaneously instead of just reaching one telephone subscriber at a time. AT&T would put stations on the air and rent time to all comers who would broadcast personal or corporate messages. On the other hand, the Radio Group, principally General Electric, Westinghouse and RCA, saw radio as an opportunity for public service and good-will broadcasting. The owners of radio stations would obtain the broadcasting costs from profits on the sale of receivers. Broadcasting would be a non-profit venture.15) In 1922, Secretary of Commerce Herbert Hoover, in addressing the First Annual Radio Conference in Washington, noted, "It is inconceivable that we should allow so great a possibility for service to be drowned in advertising matter."16) As late as 1929, night-time radio was restricted to institutional advertising. Direct sales messages were limited to daytime broadcasting.17)

Educational television now is in the stage when long-range planning is highly desirable. It is not wise to trust simply to good fortune in the hope that matters will work out for the best. An objective study of ETV should be undertaken before it is too late. This study should sort out the goals of ETV and suggest appropriate financing for each mission.

Various proposals have been made in the past for a general review of all broadcasting. In 1951, Senator William Benton proposed the appointment by the President of a National Advisory Board for Radio and Television. He described its composition and functions as, "a board of distinguished citizens who would appraise and report every year on the state of broadcasting with particular emphasis on educational, cultural and civic broadcasting."18) England and Canada accomplish similar purposes with ad-hoc commissions. The most recent in Great Britain was the 1960 Committee on Broadcasting set up by Parliament under the chairmanship of Sir Harry Pilkington. Inasmuch as the Royal Charter of the British Broadcasting Corporation and the Television Act of 1954, which established the Independent Television Authority, were scheduled to expire in 1964, the opportunity was presented for a fundamental examination of television and sound broadcasting. This Committee has now reported and included among its recommendations the suggestion that the BBC initiate a second non-commercial television service.

There would be little purpose in fostering any general evaluation of our present commercial television system. It functions well within its built-in limitations. But our ETV system is by no means on solid ground. Its course is undetermined. The missions of ETV are still confused. The acceptance by the public is not impressive. It would be very much in the public interest to set up an ad-hoc commission to study ETV and make recommendations for the best possible system.

This temporary commission - there is no perceived need for a permanent one -- should include distinguished educators, civic leaders, high governmental officials and representatives from the financial community. To avoid criticism of governmental influence, the study should be administered by a large university and supported by private funds. A Commission similar in stature to President Eisenhower's Commission on National Goals is indicated for this important task. The study would take at least one year. A small staff would be needed to facilitate the collection of testimony and the preparation of reports.

American commercial broadcasting did not grow according to any carefully conceived plan. It just evolved as the best balance between many conflecting forces. Part of its excesses can be laid to this fact. It is not necessary -- and it is certainly not desirable -- that ETV suffer the same consequences of inaction.

ETV is at a critical stage. If it fails to find adequate financing for its cultural and informational service, it may have to devote its principal energies to the causes of formal education, where financing is available. While this function is extremely important, there are better ways to accomplish in-school television via the 2500 megacycle band or closed-circuit installations. The ultimate goal of standard broadcast channels should be the provision of services to the home. With greater amounts of leisure time and with greater need for an informed and enlightened public, it is imperative that America have a strong non-commercial broadcasting service to parallel and supplement the present advertiser supported system. Whether such a system develops depends upon the funds available. At present those funds are totally inadequate. The problem must be faced squarely - and now.

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1) An organization supported by The Ford Foundation supplying 5 hours per week of cultural and informational programming to ETV stations -- also known as the "Fourth Network."

2) Federal Communications Commission - "Financial Report for 1962."

3) Minow, Newton N. - "Television: Four New Dimensions" - (Page 8) January 22, 1963 (New York) delivered to the Tenth Anniversary Convocation of the Center for Democratic Institutions - Fund for the Republic.

4) New York Times, May 5, 1963 - Television Section.

5) Minow - "Television; 4 New Dimensions" - Ibid. Page 2.

6) FCC - "Sixth Report and Order" - April 14, 1952. Paragraph 35.

7) FCC - Ibid. Section 3.621 (c).

8) Stanton, Frank - Talk to 9th Gen'l Conference CBS TV Network Affiliates - New York - May 9, 1963.

9) "Should ETV Outlets Program Entertainment" - Broadcasting Magazine - May 6, 1963. Page 80.

10) Steiner, Gary A. - "The People Look at Television" - (New York) Alfred A. Knopf (1963). Page 231.

11) Heckshер, August - Chapter 5, "Goals for America" (New York) Spectrum-Prentiss-Hall, Inc. (1960). Page 127.

12) "Television - 1962" - A. C. Nielsen (New York) 1963.

13) Stanton - CBS Network Affiliates Conference - Ibid. May 9, 1963.

14) Fischer, John - Harper's Magazine - July, 1959.

15) Head, Sydney W. - "Broadcasting in America" - Boston Houghton Mifflin Co. (1956). Page 115.

16) Siepmann, Charles A. - "Radio, Television and Society" - New York Oxford University Press (1950). Page 10.

17) Head, "Broadcasting in America" Ibid. Page 122.

18) New York Times, June 23, 1963, Editorial Page, Letters to the Editor from William Benton.

ADDRESS BY

E. WILLIAM HENRY, CHAIRMAN
FEDERAL COMMUNICATIONS COMMISSION

Before the

INTERNATIONAL RADIO & TELEVISION SOCIETY

Waldorf-Astoria Hotel
New York City, New York

October 2, 1964

President Digges, Honored Guests, Ladies and Gentlemen:

Three years ago, almost to the day, Newton Minow stood before you and urged a concerted effort on your part to produce more and better children's programs. Your group proceeded forthwith out of business - reorganized itself, and adopted a new name. The next year Chairman Minow returned, delivered a stimulating oration, and three months later the trade press rumored that he was going out of business.

Last year I appeared for the first time before you and made a modest proposal concerning the limitation of radio and television commercials. That got about as far as Jonathan Swift's proposal in 1729 to relieve the Irish famine by killing all newborn babies. But as his proposal eventually prompted a few souls to combat starvation, I'm hoping Commission history will eventually reflect action to combat a further rise in commercial feasting.

At any rate -- I approach this particular podium with some trepidation, for it's obviously loaded, and I'm not sure whether it's pointed in your direction or mine!

But one thing we know for sure -- the IRTS podium is a sturdy one, for each year it holds three score or more of the most important figures in the broadcasting business. It's an honor to share again this platform with them, and a pleasure to have the opportunity to try out an idea or two on such a knowledgeable audience.

Since we last met with you a year ago the Commission hasn't had a dull moment. We have stirred up some controversy, re-surveyed old lands and plowed a new acre or two.

In the area of the fairness doctrine we have issued our long-awaited primer, and we hope it has, in addition to making you write your lawyer, been of some guidance.

In the Voice of Cullman case, we held that a broadcaster's obligation to be fair -- to deal with both sides of a controversy -- was not ultimately dependent on his ability or inability to obtain sponsorship for either or both sides. In so doing, we simply reaffirmed the paramount right of the public to be informed -- the right to hear spokesmen who could not afford to purchase time, as well as those who could. From the public's point of view nothing could be fairer than that, and I think if you examine the ruling closely, you'll agree with our unanimous decision.

During the last year we have also worked continuously for the promotion and development of additional television stations in the UHF band, and to foster the goals of the all-channel law. As you know, the VHF theater is packed as solidly as a Saturday matinee of Hello Dolly -- and several late applicants are fighting for standing room only. So UHF alone can provide the multiple outlets -- and the potential for program diversity -- that our system now lacks.

We think we are going to be successful, and that UHF -- although in its second appearance on the track after falling by the wayside in the first heat -- is off to a good start and will finish the race.

In our continuing efforts to enact rules and establish policies that will be conducive to good broadcasting, we are engaged in a number of important studies -- some new, some continuing. Chief among these are:

...Our study of proposals for the regulation of community antenna television systems and pay television;

...Multiple ownership of broadcast facilities, and the over-all question of undue concentration of control in the ownership of mass media;

...Control by networks of the sources of program supply;

...And of course, that perennial favorite of mine, the problem of loud commercials.

The Commission just yesterday took to the field to do some on-the-spot investigation of the practices and techniques of audio control for both live and recorded commercials, and was, I believe, much enlightened. However complex this problem may be, mutual effort on your part and ours should solve it. Some of you have been most helpful to us in our efforts to tackle it, and we are indeed grateful.

Incidentally, I ran across a poem the other day which was listed as being of anonymous American origin, and which obviously antedates both radio and television. It is reportedly a great favorite of the Duke of Windsor, and goes as follows:

"He who whispers down a well
About the goods he has to sell
Will never reap those golden dollars
Like him who shows them round and hollers."

Now I realize that most broadcasters deny that there's any "hollering" in radio and television. To them, I would only repeat the story of the sophisticated resident of New York City who was asked whether he believed broadcasters were experimenting with subliminal advertising. "I didn't at first," he replied. "Then one day I went out and bought a tractor -- for my wife."

There are many other matters vital to the healthy growth of broadcasting, and to your special interest: television. But today I want to talk about only two: educational television and money.

I know that only one of these holds a burning interest for you -- and that, of course, is educational television. But I want to assure you that I have good reason for talking about both.

I raise the subject of ETV with this particular audience to emphasize its overwhelming importance to the future of the television medium in this country. And later on, I want to suggest to this audience that you have a special stake in this subject.

I raise the question of money simply because educational television programs are not produced in a vacuum. In that medium, as in commercial television, if you want to dance, you have to pay the fiddler.

Demands for a supplementary, educational broadcasting service are far from new. Three decades ago, in 1934, the Congress was considering the bills that became the Communications Act of that year. Father John B. Harney, Superior of the Paulist Fathers, then proposed an amendment requiring the government to allocate one-fourth of all broadcasting facilities to "education, religious, agricultural, labor, cooperative, and similar nonprofit making associations."

Senator Fess of Ohio, supporting Father Harney, said:

> "Ever since the radio has been an agency of communication there has been complaint about the slight attention given to matters of an educational character, cultural, as well as religious."

The then young commercial broadcast industry fought Father Harney's proposal. Acknowledging the "manifest duty" of the FCC to require public service programming from commercial stations, industry representatives argued that nothing more was necessary.

And the industry won its fight.

Meanwhile, its technicians were constructing the world's finest broadcasting system, which was to produce some of the world's finest programs. Yet, to paraphrase a characterization once made of Hollywood, broadcasters sat down at their magnificent Steinway and -- more often than not -- played chopsticks.

As a result, one of the characteristic aspects of the American broadcasting scene has been the tension between those who sit in your chairs and those who sit in mine. Trying to carry out our "manifest duty", we push for public service programming which often costs you time, effort and money; and you -- not unnaturally -- are often reluctant dragons. We shake the finger and lift the eyebrow. You holler "censorship!" and wave the Constitution.

There are times when tension ebbs -- sometimes for years. But the troops regroup, particularly when public support for either side appears, and the battle rages anew.

Meanwhile, the Commission has come to accept the principle behind Father Harney's 30-year old proposal. It has reserved a substantial portion of the available assignments for the specific use of non-commercial, educational organizations. We have 293 radio and 93 educational television stations now on the air. The federal government's program under the Magnuson Act, of matching grants for the construction of educational stations, is well under way. That far-sighted piece of legislation has been a tremendous impetus to ETV, and predictions that we will have over two hundred educational television stations by 1970 are not idle.

"Well," you may say, "What's the problem? If the commercial system is inadequate, we have a non-commercial system. What more can you ask?"

The problem, ladies and gentlemen, is money.

Over three-fourths of the 93 operating educational television stations are on the air 5 days or less per week, and many of these operate only a few hours each day. Even well-known stations in large communities, such as WNDT in New York City, have recently been forced to curtail their operations for want of money.

According to a recent survey, the median educational television station had about $100,000 per year to spend on all of its programs -- both for in-school instruction and for the general audience. Again speaking in very rough but indicative terms -- this amounts to some $100 to $200 per broadcast hour. I leave it to your experience and judgment to determine what kind of programs can be provided by individual stations on a budget of $100 - $200 per hour.

And what about the cost of programming for nationwide distribution?

In the current season, by cutting its evening offerings from 10 to 5 hours per week, the National Educational Television Center has been able to spend a little over $19,000 on each hour of night-time programming. In the same season, the three commercial television networks are spending an average of about $125,000 on each hour of prime time programming -- over six times as much. This disparity is compounded by the fact that each commercial network produces about 5 times as much evening programming as does N.E.T.

Those of you who dismiss educational television programming as dull and unimaginative -- who point out how often people with college educations prefer commercial programs to those of educational stations -- should keep these rather startling cost differentials in mind. Available money, of course, doesn't guarantee success, nor does good programming in every instance require it. Despite the vast sums poured into commercial television programs, including the enormous price that talent and talent agencies bring in today's market, a hefty percentage of these programs go off the air after the first season. But there comes a point at which it's futile to expect brilliance, imagination, artistry and boldness to be long supported by a boot-strap tied to a shoestring.

The truth is that educational television has accomplished wonders with the resources at its command. But the time has come to say that it will never realize its full potential until its financial base rises to a radically new level. While that level does not have to be anywhere near the posh plateau inhabited by commercial television, it must provide support for good programming on a realistic basis. That educational television should permanently struggle for subsistence is intolerable.

Let's look at some informal estimates on programming costs.

For educational programming on a nationwide basis, and programming alone, most estimates are in the range of 20 to 25 million dollars annually. If a national, inter-connected network of educational television stations is desirable (and respected educational broadcasters differ on this question) an additional 6.5 to 7 million dollars per year should be added. These estimates do not include research administration and a host of other overhead costs. For an additional 30 hours per week of local programming, estimates range from $150,000 to $200,000 per station per year.

So, the production of television programs is no dime-a-dance proposition. Sums of the size just mentioned bring into sharp focus the gluttonous appetite of the fiddler.

The current production of many fine programs on educational television -- at the national and at the local level -- is a glowing tribute to their producers and station personnel. But we are deluding ourselves and the public when we think and talk of educational television as a broad alternative and satisfactory supplement to the public service programs of commercial stations -- when we paint shining word pictures of a different kind of television, free from the pressures of a commercial system and open to the creative talent of a growing America -- if at the same time we claim it can grow and prosper within its present extremely limited financial framework.

So where does the money come from?

Many different solutions have been suggested from time to time.

While we now all agree that a public service program is not necessarily sullied by sponsorship, the proposal that educational television sell time to advertisers has some obvious drawbacks.

Program underwriting -- where credit is given to the commercial producer, without advertising -- is permitted. But it is self-evident that underwriting is a program-by-program approach which cannot be the major answer to the question of money for educational television.

Letting educational stations use part of their time for pay television has also been suggested. But again, if we are talking about a "television correspondence school" type of venture, it is unlikely that massive funds would be generated. And broader pay television ventures -- such as first run movies -- pose a number of well-publicized problems, apart from the complications that an educational setting would add.

On the whole, then, the hope that educational television might find the needed support by selling a service in the marketplace offers little promise of filling the till. We are thus left with two alternatives: (1) the generosity - charity, if you will - of the public, of foundations, and businesses - including the broadcasting business; and (2) the taxing powers of the local, state and federal governments.

Let us quickly agree that the greater of these is charity.

For this reason, we need more effort -- not less -- in the sphere of voluntary donations. Many people in the broadcasting industry -- many, in fact, in this room today -- have given generously. They need to give more, and others should join them.

The Ford Foundation has single-handedly performed a giant task in this field -- one that has put us all in its debt. Hopefully, it will continue and broaden its efforts, and other foundations will find new and distinctive ways to make their contributions.

In May of 1963, a national conference on the economics of educational television was held at Brandeis University. That conference recommended the establishment of a private, non-profit corporation which would -- among other things -- coordinate national fund-raising efforts on behalf of educational television. We need that agency.

In the same month (May 1963) Frank Stanton proposed "a mighty annual campaign" on behalf of educational stations, one that "ought to involve not just the educational and television worlds, but the churches, the civic organizations, the business community -- the people." We needed that campaign when he suggested it, and we still need it.

The National Education Television Center under the able guidance of Jack White has done a tremendous job. Local stations such as San Franciso's KQED and others, have had astounding success in local fund raising campaigns.

We need them too.

In short, the charitable impulse can be productive as well as noble. The number and variety of worthy activities that the people of this country support on a voluntary basis constitute one of the best refutations of the often-heard remark that American civilization is wholly dominated by crassness and materialism.

Indeed, no one can seriously quarrel with the proposition that private sources of funds are the best sources for educational television programming -- if they can do the job.

And the multiplicity of financial sources for educational television will always be the best guarantee of its independence.

But we are a long way from the goal. While the sums required for ETV are small in comparison with our nation's wealth, they are large in the world of charity and voluntary giving. We simply cannot leave other alternatives unexamined and unexplored.

One source of supplemental funds for educational television programming is local and state governments, which already provide the bulk of its support. If we must have government in the picture, the natural impulse is to turn to government at the level nearest the communities, and nearest the educational institutions most directly concerned. Moreover, local and state governments are already in the field.

This approach has considerable appeal to me, as I'm sure it does to you. Certainly, state and local governments will always be the primary source of funds for strictly instructional television programming.

On the other hand, it is difficult to quarrel with a recent article in Business Week which stated:

> "State-local expenditures doubled between 1950 and 1960 -- to about $51-billion -- and they are expected to double that by 1970. This includes spending under federal grants. ***
>
> "The trouble is, state and local governments are bumping against the ceiling of their present powers of taxation, and there are limited sources of revenue open to them. ***
>
> "Anyway it happens ... a solution cannot come too soon for embattled state and local authorities."

Statements such as this force us to examine ways in which the national government might finance that part of an educational television system which is truly national in scope.

It has been recommended, by Hartford Gunn of WGBH, as I indicated earlier, by the Brandeis Conference, and probably by others, that a private national agency be created to coordinate national fund-raising for educational television from both private and public sources. Presumably, members of such a board could be elected by the local educational stations themselves -- leaving open, for the moment, the question of whether to apply the principle of one station -- one vote! And as you know, Walter Lippmann and others have suggested a federally endowed educational television system, along the lines of land grant colleges.

Other suggestions include annual appropriations by Congress, either directly to the local stations, or to a national agency of the kind mentioned.

Still other sources of federal funds have been proposed from time to time. Senator Dill and, later John Fischer of Harper's Magazine, have proposed a rental or fee system for the use of commercial broadcasting frequencies, with the proceeds to go for noncommercial programming. It has also been suggested that the fees the FCC now charges for the filing of broadcasting applications be automatically turned over to educational television.

Underlying all these possibilities for federal support are two basic questions: First, would the federal government be mature enough, and wise enough, to support a broad educational and cultural service without placing restrictions on the nature of the product? Second, would a strong commercial television industry be ready at all times to defend against governmental interference the right of its noncommercial brothers to be daring -- to be free-wheeling and free-thinking.

These are the major alternative sources of ETV's finances. All have their drawbacks and difficulties. It is for this very reason that we have a problem. Nor would I claim that I have the answers.

But this I do know -- we must not fail to supply educational television, one way or another, with sufficient funds. The result is far too important for the future of this industry and this country.

In a nation committed to eliminating poverty in all its forms, we should not overlook what might be called "cultural poverty." For the vigor of a democratic civilization depends upon the availability of knowledge and enlightenment, culture and beauty -- not to an elite, but to all who want to learn -- to all whose minds are undernourished. Our public school system, our free libraries and museums -- all these are monuments to our belief in this proposition. And a critical function of educational television is to serve those who seek enlightenment on all subjects from the beauty of a line in a painting to the fascinating sory of mankind's rise from caveman to astronaut. The elimination of cultural poverty is surely one of broadcasting's major responsibilities. And I would suggest that you who are familiar with the awesome power of both the atom and the electron tube might look with new conviction at the sobering thought once expressed by Thomas Carlyle:

"That there should one man die ignorant who had capacity for knowledge, this I call tragedy."

The time for critical and broad-range thinking on this subject is now. The next decade will see the basic physical plant of our educational television system substantially completed. We must plan now if that plant is to be put to fullest use.

In these circumstances we cannot let our thinking be paralyzed by simple fear of the future. In dealing with the problems raised by each of the alternatives I have mentioned, we must not succumb to what Larry Laurent has called the habit of "manic extrapolation --the reckless projection of present trends into future catastrophe." Rather, having recognized potential dangers and difficulties, we must look for ways to overcome them. For as Justice Brandeis once wrote: "If we would lead by the light of reason, we must let our minds be bold."

Finally, and most importantly to this audience, many of the answers lie with all of you in this room today.

There is nothing startling in the thought that those who reap a profit from the use of broadcasting frequencies have a special obligation to contribute to the support of educational television. If you have already done much, you should do more. Educational television is entitled to look to you for a portion of its financial support.

Nor is there anything unusual in the idea that you have a special ability to help. You operate the most powerful selling instrument ever invented. If it can sell soap, automobiles and potato chips, it can certainly sell an idea with the intrinsic merit of educational television. You have the know-how and you have the facilities.

So, why should this organization not take the lead in carrying out Dr. Stanton's proposal of May 1963 that commercial broadcasters help educational stations plan and launch an annual campaign for funds? And if not this organization, why not the NAB or an ad hoc committee, with representatives from networks, stations, advertising agencies, program producers and every other element of this great industry?

Beyond this, you have a broader capacity to help. This cause needs ingenuity and enthusiasm, and you have a plentiful supply of both these qualities -- in behalf of causes close to your hearts. I have seen it close up. So I urge you: put this cause close to your hearts. With your active sympathy and support it can succeed.

Why should you do all this? What is your stake?

Well, there are some obvious reasons. You are part of American television, and television as a medium needs the contribution that only a non-commercial service can make. You have a need for competition from telecasters who are not bound by the inevitable pressures of the marketplace, for such competition raises the level of the entire medium. You also have a need for a place in the medium where new ideas and techniques can more easily be tested--where there is no automatic penalty for failure to attract a maximum audience.

There is another less obvious reason: For thirty years your public service obligations have been the subject of controversy and debate. The creation of a meaningful national educational system can have a real impact on the course of this debate. Not that it would take over your public service role. I think we can all agree that it would be unwise to create a situation in which the medium had only one source of education and enlightenment, one source of broad information on public affairs, and one source of cultural programming. And public service programs, as well as sponsors, should be able to take advantage of the strong lead-in a commercial television schedule can supply.

There is no doubt in my mind, however, that we would all be in a better position to understand commercial television's true public service role if there were a complementary national television service, devoted fulltime to the needs and interests which your primary mission often leads you to skimp or ignore. With such a yardstick, we would know more about what you should and should not be expected to do. Your responsibilities could be better defined, as could the tasks that only a specialized service can undertake. The problem of your proper functioning would lose, I think, many of its angrier and more difficult overtones. It would become less a field of battle and more a field for growth.

Until that day comes, we are all in the hot kitchen made famous by President Truman. Part of the FCC's job is to keep the temperature in the broadcasting oven at an appropriate level. That we are doing and shall continue to do. But the door to the kitchen isn't nailed shut. I invite you to help us open it to the fresh winds of the future.

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This position paper is for use at the December 7-8, 1964 Conference on the Long-Range Financing of Educational Television Stations. The opinions expressed in it are those of the author only, and in no way support or refute stands of any organization. The paper is included for purposes of stimulating thought and discussion.

Resume of: THE FUTURE OF EDUCATIONAL TELEVISION - Analysis and Recommendations

Hartford N. Gunn, Jr., General Manager, WGBH-TV-FM
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Anyone who is concerned about the future of television in this country would do well to read the Pilkington Report, not for its recommendations about British broadcasting but for its keen insights into the purpose, control and effect of television, insights that apply to the American system of mass communications as to the British. In its report to Parliament in June 1962, The Committee on Broadcasting, headed by Sir Harry Pilkington, stated:

> "A service which caters only for majorities can never satisfy all, or even most of the needs of any individual. It cannot, therefore, satisfy all the needs of the public. . . . ."

> "No one can say he is giving the public what it wants unless the public knows the whole range of possibilities which television can offer.and, from this range, chooses what it wants to see. For a choice is only free if the field of choice is not unnecessarily restricted. ."

> ". . . 'to give the public what it wants' is a misleading phrase, because it appears to appeal to democratic principle but does not. In fact, the slogan is 'patronizing and arrogant,' in that it claims to know what the public is, but defines it as no more than the mass audience. If there is a sense in which the phrase may be used it is this: '..what the public wants and what it has the right to get is the freedom to choose from the widest possible range of program matter. Anything less is deprivation.'"

In its final conclusion the Pilkington Committee says this on the purposes of broadcasting:

> "It will have far-reaching effects, and it must be the working assumption that television in particular will be a potent factor influencing the values and moral standards of our society. It is essential that there be presented 'the widest possible range of subject matter, treating as much as possible of the whole scope of and variety of human awareness and experience.' To do so, the broadcasters must not only reflect society; they

> must pick out and focus attention on that which is significant - the best because it is the best; the worst so that we shall know it for what it is; the new and the challenging, because individual listeners and viewers should not be denied the opportunity of responding to them, and of judging them. At the same time, the broadcasters must care about public tastes and attitudes in all their variety in all kinds of programs - in those designed to amuse and relax no less than in those that are demanding; they must keep aware of them as they now are and of their capacity to change and develop."

The Pilkington Report proposes a philosophy for broadcasting which provides guidelines to program priorities for a national television service consonant with national and world needs:

1. Programs which provide enough information and interpretation of international and national events so that the people can get adequate understanding of the forces and events in the world in which they live.

2. Programs that enable the public to understand local and regional affairs.

3. Programming for cultural advancement - music, drama, art, poetry.

4. Programming for young people, especially young children.

5. Formal academic instruction with or without credit.

6. Special services to specialized groups e.g. doctors, nurses, job retraining.

7. Passive entertainment.

Several means to achieve these goals exist: improvement of commercial television, establishing a public broadcasting authority modeled after BBC, instituting pay television, strengthening educational television. Of the four, the last has the greatest probability of success. The various proposals for reform of the commercial system, from regulation of advertising to strengthening of the FCC do not change the fundamental fact that it is operated for profit and hence sensitive to the interest of advertisers. The public authority could work but the task of obtaining legislative approval is Herculean. The fundamental interests of the sponsors of pay-television would be box-office rather than public service, reversing the order of program priorities just listed. More difficult is the fact that having to pay would act as a deterrent to exposure to new and different programs.

ETV has succeeded in its struggle to establish itself and now possesses a nucleus of trained personnel, has access to a storehouse of programs in connection with universities and cultural institutions, has demonstrated flexibility and skill in programming in spite of the handicaps under which it has worked. Programs such as Prospects of Mankind, Epitaph for Jim Crow, Decisions, Louis Lyons, Age of Kings, NET Drama Festival, Friendly Giant, Parlons Francais, and Exploring Nature are testimony to its program capabilities. Nevertheless, it suffers from shortage of program materials, inadequate quality, and poorly balanced schedules. Shortage of funds, staff, and facilities hamper stations. But too narrow a philosophy regarding ETV's social role and inability to distribute the best of programming by network are equally serious handicaps.

If the program goals set forth are justifiable and ETV the instrument for achieving them, then an institutional arrangement is necessary to bring them into being. The individual stations are incapable of achieving these goals without an organizational arrangement which provides access to the necessary program resources. Four institutions appear necessary to achieve these goals. Certain existing institutions provide an initial basis for the framework to be developed.

1. A National Educational Television and Radio Center.

(a) This will provide a national program service of distinction over a network linking all the ETV stations on a live continuous basis - independent in character and centrally administered by a private board of trustees. Its programs will be produced primarily through production centers established at a number of the best-situated ETV stations. Programs will also be acquired and exchanged by NETRC with broadcasting systems around the world.

The live, full-time, interconnected network has the advantage over the alternate systems of unplanned library services, mailed tape distribution, or overnight off-hour transmission by AT&T commercial network with recording at local station, in several key features. These are timeliness, immediacy of coverage and interpretation in critical times, e.g. Cuban crisis, adequate reportorial coverage and advanced program techniques. More important, the system forces local program decision-making. Instead of being concerned about having a sufficient number of programs, active program selection will be necessary. Quantity and quality of programming would improve. The disadvantages of centralized control can be offset by spreading production of NET programs over 8 - 10 station production centers, thereby strengthening local stations as well as providing access to greater range of program sources; by strengthening of regional networks; by making network membership optional; and by permitting no network option time.

(b) The Center will also provide important services such as research, promotion, utilization and underwriting to increase the amount and effectiveness of the program service.

Essentially the National Educational Television and Radio Center (NET) would become concerned almost exclusively with programming the national ETV and radio networks. Its efforts would be concentrated on the top-priorities listed for program goals. National and International Affairs, Cultural Programming and Children's Programming. Instructional Programs would be turned over to the National Instructional Television Library and technical operations to the Educational Broadcasting Board, both described below. It would be an independent organization, free of local pressures and interests, having access to the range of national and international resources. With courage and purposefulness, it could bring to broadcasting depth of coverage of crucial issues rarely touched at present. (Considerable detail is provided concerning relationships between NET and other agencies and its program responsibilities and means of discharging them).

2. A series of Regional Networks

Regional networks are the voluntary incorporation of groups of ETV stations into independent, non-profit corporations, controlled and underwritten by member stations for the purpose of pooling and distributing among its members the program resources of the participating stations.

Regional networks increase the diversity of programming by permitting greater expression and utilization of regional resources; provide greater responsiveness and service to diverse geographic areas; permit pooling of program resources and cooperative planning in the satisfaction of common needs; provide protection to member stations from local pressures on program content because of distributed responsibility for origin of programs where distribution is accomplished by the essential live interconnection.

Most important, the regional networks provide the stimulus of competition of region vs. region, and regions vs. NET, reducing stagnation of ideas and monopoly in programs.

3. A National Instructional Television Library

This library would carry forward the present pilot project, but make it an independent agency governed by a separate board of educators and broadcasters.

It would be responsible for the acquisition through purchase or contracted production of instructional programs and related materials, and for storage and distribution of such programs.

A well-run library will provide the schools with a flexible source of high-quality instructional programs and associated materials, and by the example of the programs it makes available, it would markedly influence the standards of instructional programs in use.

It would provide an additional service of research and evaluation, and dissemination of information regarding utilization of new educational media. In this function it would work in liaison with other educational organizations.

Fees from rentals and outright sales could permit the library to be self-supporting, once the initial program acquisition was completed, or at worst operate at a small deficit.

4. The Educational Broadcasting Board

A multi-service non-profit corporation located in Washington, D. C. having a board representing NETRC, two regional networks, the NITL, foundations, education and the public. The functions of the EBB fall into three broad categories: (a) furnishing and operating the ETV and radio interconnection system on behalf of regional and national networks; (b) supplying general services for the development and advancement of ETV stations and networks; (3) making grants for the improvement of regional and local programs.

The essential purpose of the EBB is to place control of the television and radio network system in the hands of a neutral body which has the responsibility of operating an economical and efficient interconnection system of high quality and allocating use of the facilities. The backbone of the system would be a two-way interconnection between regional production centers, and one-way distribution to stations in the regional networks.

The EBB would be responsible for engineering technical standards and advice, government liaison, operation of film and tape library, and encouragement of regional and local stational development. It would have the further responsibility of international liaison.

ESTIMATES OF COST

Estimates in Millions of Dollars

	Annual		Capital-Initial	
National Educational Television and Radio Center				
TV Programming - - - - - - - - - - -	20.			
Radio Programming - - - - - - - -	1.			
Services (utilization, publicity, research, underwriting - - - - - - -	1.			
Station Production Centers - - - -			20.	
Library Distribution Costs - - - - (payable to EBB)	1.			
NETRC TOTAL		23.		20.
Regional Networks (See EBB Budget)				
National Instructional Television Library (deficit after users fees)				
Library Administration and Research -	.25			
Share of Library Operation by EBB - -	.5			
Instructional Program Production - -	.8			
Instructional Program Acquisition - -	.5			
NITL TOTAL		2.05		
Education Broadcasting Board				
Network Operations				
by Lease - - - - - - - - - - - - - -	6.		.5	
by Ownership - - - - - - - - - - - -	n.a.		n.a.	
Tape and Film Library (NETRC and NITL)	.5		2.	
Engineering Services				
Government Liaison - - - - - - - - -	1.5			
Regional and Station Development -			1.	
Regional Network Program Grants - - -	3.			
Local Program Grants - - - - - - - - -	1.			
General Expenses and Administration -	.5			
EBB TOTAL		12.5		3.5
GRAND TOTAL		37.55		23.5

NOTE: The purpose of this table is to reflect order of magnitude of costs.

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March, 1964

Esquire
THE MAGAZINE FOR MEN

Big Brother's TV Set

by William Benton

In Russia, they're using it to elevate the masses; a concerned American who has been there and seen it tells what we must do to catch up

"We recognize clearly the enormous potential of radio and television for education. These incomparable media must not be just a waste of time. They must be intellectually stimulating, vital, full of ideas. We shall utilize these media to educate our people, to raise their aesthetic tastes and to help make them more fully developed human beings."

If these statements had come from the presidents of the three big American networks they would be cause for national rejoicing. Ominously—they did not. They were made to me in Moscow by an intense, vigorous, youthful-looking cabinet minister who was describing the broadcasting plans for the people of the U.S.S.R.

The official is Mikhail Kharlamov, formerly Chairman Khrushchev's press officer. Kharlamov's name is largely unknown to Americans. Yet he occupies a position of enormous potential influence and power. Pierre Salinger had urged me to call upon him. As chairman of the State Committee on Radio and Television, Kharlamov is not far behind Gromyko in the Council of Ministers. And he is hurling at us a new challenge to which the Soviet Union gives the highest priority.

Nine years ago, on my first tour behind the Iron Curtain, I found the gap between Russia's commitment to education and our own alarmingly wide. Russia is devoting a much higher percentage of its gross national product to education than are we. It is true that except in certain areas—correspondence courses at university level, number of engineers in training—Russia still may be behind us. But the Soviets are determined to surpass us in every project. Following my fourth visit, I can now report that the fervor for teaching and learning within the Soviet Union has grown even more intense. And we Americans have been unaware of the extent to which the U.S.S.R. plans to employ a weapon that can prove to be the most potent in its entire educational armament—broadcasting.

Dr. Thomas Clark Pollock of New York University said not long ago: "Television offers the greatest opportunity for the advancement of education since the introduction of printing by movable type." The new Russian leadership understands this. They understand the potential impact of television just as they understand and respect the power of the nuclear bomb. That is why the astute Mr. Kharlamov and his able staff are bustling with plans for the future.

When I visited with him he was supervising the design of a great group of buildings to form a "Moscow Television Center." This is to have the latest and finest equipment. A seventeen-hundred-foot TV tower is under construction. The nation's entire administrative structur[illegible]oadcasting, he tells me, is to be reorganized from top to bottom[illegible] channels are to be used. Plans are being made to insure good [illegible] reception for the whole of the U.S.S.R., which embraces eleven time zones. Under study is the possibility of bouncing the signals from four Telstar-type sputniks—but the more conventional cable and microwave hookups also are to be employed.

By the beginning of 1963, according to Kharlamov, there were a hundred thirty stations equipped with studios and capable of originating programs, plus two hundred twenty relay or booster stations, all serving areas with a total population of 90,000,000. There were nine million receivers in use, he said, with five thousand being added daily. Studio-equipped stations originate eight hundred fifty "program hours" a day, compared with only one hundred fifty five years ago. This is still, of course, only a small fraction of U.S. totals—but the growth rate is impressive.

And by far the most significant aspect of the Russian TV system is to be its emphasis on education. For example, Kharlamov plans to set aside one full channel entirely for visual support of correspondence courses. Already English lessons and instruction in a variety of home, factory and farm skills are being televised. A year or so ago fifty-two thousand farmers in the region surrounding Moscow clustered around their TV receivers in the evening hours as part of a correspondence course in scientific agronomy. Students were divided into small, manageable groups. Attendance was taken by an ingenious monitoring system and instructors checked the required written homework. This program, a special enthusiasm of Chairman Khrushchev, was said to be such a success that plans are underway to expand it throughout the Soviet Union.

There are of course serious deficiencies in Soviet television. So far they have only a fraction of the receivers we in the U.S. have. They are years behind us in production techniques. Most of the programs now broadcast over the government-owned and -operated stations are like most other Soviet manufactured products—simple, serviceable and often dull. Much time is devoted to Chairman Khrushchev's comings and goings, party meetings, political addresses, lectures and major sports events. Entertainment is supplied by feature films, plays, operas, the great ballet performances, dance programs and musical concerts.

But the directors of Soviet broadcasting are now eagerly studying and adopting the techniques—though not the content—of American TV. They are even introducing the capitalistic system of competition between networks in a major effort to improve performance.

"Let the different networks fight for the people's attention," Mr. Kharlamov told me. Each of the five existing radio networks in the Soviet Union is to operate under this new competitive system. The same principle is to be applied eventually to the six television networks now under construction. Of course, centralized control will never be relinquished fully. "We cannot allow all the stations to put on talk programs at one time," Mr. Kharlamov points out. Nor (he did not mention this) can he allow stations to put on talks—or films or plays or instruction on anything—that do not fall into the framework of state policy.

Let me concede also and at once that Soviet planning and Soviet publicity often outrace Soviet achievement. Nevertheless, we must face a chilling reality. Even if the Soviets accomplish only half of what they have set out to achieve in television, the result may be remarkable. For the Russians, far poorer than we in almost every way, are richer in zeal for education. They have begun to grasp what the controlling interests of U.S. broadcasting do not accept as a primary goal—the superlative potential of television to broaden a man's knowledge, deepen his understanding and enrich his life. Our programs are improving only somewhat, if at all, in intellectual quality. Newton Minow, before he resigned as Chairman of the Federal Communications Commission to join Encyclopaedia Britannica, told me: "There are now more patches of greenery visible here and there throughout the wasteland, but not enough to convince me to withdraw that designation completely."

Entertainment should of course have the major place in American network TV—no thoughtful person would dream of suggesting otherwise. But programs that stretch a man's mind and enlarge his horizons are far too few. The slick and the merely palatable still have a stranglehold on the commercial airwaves. And the commercial airwaves have a stranglehold on TV.

Commercial television may claim it is functioning in the "public convenience" and perhaps in the "public interest." But no one can argue successfully that it is indeed functioning in the public "necessity." These three words—the public's "interest, convenience, necessity"—are the key words in the Communications Act which authorizes the present radio and TV setup; and these three words establish the obligation all stations supposedly assume when they accept a license.

Professor Harold Lasswell of Yale, former president of the American Political Science Association, asks this question about television: "Suppose you were an enemy of the United States and were hired to demoralize the American nation, what TV strategy would you use?" Dr. Lasswell answers thus: "In all probability you would do what you could to keep the present situation as unchanged as possible."

COMMERCIAL television executives in effect deny the deep thirst of many Americans for education. These many Americans, in the present system, don't constitute a profitable audience. It is not conceded that sizable minorities with serious interests also have rights—the right, for example, to turn the dial past *The Beverly Hillbillies.* Today there is indeed nowhere for a viewer seeking mental stimulation to turn, little to choose at prime viewing time among variety show, 1946 movie, police thriller and 1935 gangster film.

Thus American television for the most part steers safely along the easy and profitable road, concentrating on what it has learned will attract the largest percentage of set owners. It ignores the remarkable cultural revolution that is producing more inquiring minds than ever before in our history.

Yet we have some tremendous advantages in the TV competition. We have the transmitters and receivers. We have the networks, the resources and the skills. We have something else—a "trained" audience that has seen more movies and more TV than any other population. What we lack is diversity in our programming—the diversity which will give millions of willing people a chance now denied them in the uniformity of the commercial stereotype.

To remedy this lack, the F.C.C. in 1962, under Chairman Minow's leadership, successfully sponsored an Act of Congress which can affect profoundly the future use of television. After April 30 of this year, all TV receiving sets manufactured in the United States and shipped in interstate commerce must be equipped to receive eighty-two channels, not merely the twelve channels for which most sets are now equipped. Each year, starting in May, between six and seven million new eighty-two-channel receivers will flow into American homes. It is believed that most homes will have such new sets before 1972. This should stimulate greatly the use of the seventy so-called Ultra-High-Frequency (UHF) channels, now largely neglected because of lack of reception.

Mr. Minow has predicted a far greater diversity of programming in consequence—including serious programs. Further, he hopes for the creation of a fourth commercial network "appealing to higher rather than lower common audience denominators."

My own hope is that the projected multiplication of stations will make possible a chain of "subscription" stations catering to minorities with serious interests—for a fee. The subscription technique, called "Pay-TV" for short, involves a home installation which "unscrambles" advertising-free programs the set owner is willing to pay for; it carries a coin box or makes a record for billing purposes. The station can thus afford to produce programs for groups much more limited in size than the audience demanded by advertisers.

With commercial television now devoting itself to entertainment, one would logically expect that educational TV—known as ETV—would be carrying the torch for enlightenment. Is it?

Almost eleven years have passed since the first ETV station, KUHT, went on the air in Houston, Texas, in May of 1953. Now eighty-three such stations speckle the land. Most of these beam instructional programs to classrooms in the daylight hours and present cultural and civic programs in the evening.

Despite the fine things that must be said about it, and the brave announcements of things to come (one forecast is that there will be two hundred ETV stations within a decade), a particularly painful fact about ETV remains unrefuted: the overwhelming majority of ETV stations are floundering in a financial morass, struggling along from month to month against steadily rising costs of operation and maintenance. As a result, they are unable to prepare or procure the adult programs which desperately need to be prepared.

ETV stations are understaffed and underequipped. Normally they must employ inadequately trained people and, as one study reported, "Too few staff members must wear far too many hats; they do not have time to mount a program or rehearse talent and crew adequately." While some programs are excellent, local ETV stations frequently offer, in *Time* magazine's words, "yawning forums and tediously detailed state histories."

ETV's major financial support in its earliest years has been the Fund for Adult Education, established by The Ford Foundation. Help—though not much—has come in recent years from other foundations, from business and industry, and, on a quid pro quo basis, from tax funds of local school systems. Senator Warren G. Magnuson, chairman of the Senate Commerce Committee, after a long effort secured passage of a bill authorizing federal money for construction of ETV stations.

When an ETV station is authorized by the F.C.C., private commercial ownership, commercial sponsors and profits are prohibited. Operating money must thus be raised through gifts, raised coin by coin and dollar by dollar by patient, dedicated men and women who sense that ETV can become a great force for good in their communities. The typical ETV station today, according to National Educational Television, gets along on an annual budget of about $400,000, plus a few gifts of services, equipment and materials. This is perhaps a dollar per year per evening viewer. The eighty-three educational television stations spend less on programming in an entire year than is spent via NBC, CBS and ABC in a week.

Mr. Minnow told the tenth-anniversary convocation of the Fund for the Republic in New York in 1963 that the "lighting up" of the new UHF channels "will make possible a truly nationwide educational television system through a network of stations devoted to classroom instruction during the day and to broad cultural adult programming in the evening." The key word here is "possible." But is such a development *likely*? Where will the money come from? Will advertisers pay for the higher quality fourth commercial network? Mr. Minow doesn't tell us. What we know for sure is that ETV's crucial need is a sound economic base.

Out of some thirty-five years of experience with commercial and educational broadcasting, and with the Voice of America, I have arrived at two principal conclusions: On the one hand, we Americans can try to stimulate commercial television, under its present setup, to program for the high common denominator as well as the low. On the other hand, we can undertake to give educational television an infusion of new strength. I envisage two major steps that might take us a long way toward both objectives.

First, let us now and at once, by Congressional action, create a National Citizens Advisory Board for Radio and Television. This commission would be composed of leaders in the civic, educational, cultural and religious life of the nation, and of men experienced in communications. Its members would be charged with responsibility for making findings on trends, problems and opportunities in broadcasting, and making recommendations about broadcasting—and notably about civic, educational and cultural broadcasting accordingly. The Board would function somewhat as a U.S. equivalent of the Royal Commissions employed so effectively in Great Britain. It would have no power other than that given in its title—the power to advise. It would have no share in the authority of the Federal Communications Commission to grant, withhold, renew or revoke broadcast licenses, no judicial or legislative function. It would make an annual public report.

The influence of the Board could be great. It could help provide leadership to public opinion about broadcasting. It could suggest alternatives. It could examine the problem of financing educational television, and recommend solutions. What network, what station, could wholly ignore the reports of such a Board? They would be front-page news—where news of television belongs.

When I was in the Senate I introduced a resolution to create such a Board; it was shelved. Later Mr. Minow, while he was still F.C.C. Chairman, lent his considerable prestige to the plan. "The Board was never created," he said in an address. "I think it should have been. It is not too late." Now a new group of Senators is planning to revive the project. If this Board had been created in 1951 the pattern of TV today, in my judgment, would be different.

Second, let us act now to put ETV on a self-supporting basis. My strongest recommendation is that the ETV stations currently and in the future authorized by F.C.C., and the new high-quality commercial UHF stations envisaged by Mr. Minow, be encouraged to adopt the "subscription technique" I have described above. Originally, the proponents of ETV hoped the stations could finance themselves by gifts, as does the Red Cross. It should now be clear that ETV will be unable to perform its massive and vitally important tasks—including improvement of the programs—if it must rely for support on local fund-raising. It must collect from the customer.

Is there, after all, any real doubt that millions of Americans would willingly pay small sums for new cultural and educational opportunities? Consider what has happened to the book-publishing business in the U.S.—it has rather suddenly become a billion-and-a-half-dollar-a-year industry, with reference works leading the rise. Consider the sale of recordings of serious music. Or the new art-appreciation courses. Don't these show the willingness of people to pay?

ETV itself has produced encouraging symptoms of this willingness. I do not believe ETV can produce a flow of revenue consistent enough, or adequate to its needs, by selling course materials or examination services. But I do believe the following instances suggest that a substantial number of viewers might become paying subscribers to complete ETV programs:

1. In Chicago a "TV College" is now in its eighth year of operation over WTTW. Audience surveys report that regular viewers range between 5,000 and 100,000. Thousands buy study guides.

2. In Denver and Chicago, many thousands paid fifty cents and a dollar for foreign-language guides to follow lessons over ETV.

3. In Cleveland, many hundreds paid $3 each for a syllabus with which they could audit a course in elementary psychology given by Western Reserve University.

4. In New York a hundred forty-two persons ranging in age from seventeen to seventy-three showed up at New York University to take a stiff two-hour final examination for college credit in a course in Comparative Literature which they attended for fifteen weeks via TV. Each paid $75 tuition for the course. For five days a week they had risen early to go to "class" at 6:30 a.m. For homework, they read sixteen books. About 120,000 others had watched the sessions, WCBS-TV officials estimated.

5. In New York, seven thousand people bought the textbook for a college-level course, "Russian for Beginners"; in the first two months the course was carried by Channel 13.

6. Throughout the country, an estimated one million education-hungry viewers arose at dawn to sit before their television sets and absorb a course in Atomic Age Physics. This was presented over NBC's *Continental Classroom*, which was originally financed in large part by the Fund for the Advancement of Education. Housewives, businessmen, working people—Americans from every group in our society—were avid students. Each year many hundreds made arrangements with universities in their communities to obtain college credits for the course. In the very first week the course went on the air 13,000 textbooks were sold. Reports The Ford Foundation: "Parents marveled at the sudden alertness of formerly late-waking teenagers—Catholic institutions rearranged Mass schedules to permit viewing by students and clerical teachers. . . ." In all, an average of 400,000 persons daily watched the course the first year it was telecast.

7. Last year hundreds of thousands in all parts of America watched a course called The American Economy presented by the Columbia Broadcasting System's *College of the Air*. In 1962 other thousands tuned in on a course in The New Biology. Some three hundred participating colleges offered credit for these courses, when special arrangements were made by students. Most interestingly, some 33,000 copies of a student guide offered for sale with The American Economy course were bought by viewers at $2.95 each.

Finally, a study by the National Opinion Research Center in Chicago claims that 25,000,000 adults in the U.S. are "following some plan for adult education." They are meeting and studying in every possible setting—in public schools, universities, libraries, business establishments, religious centers, union halls. By the hundreds of thousands they are taking courses in the liberal arts, the sciences, the professions, and all the crafts and hobbies. The Book-of-the-Month Club is said to have paid The Metropolitan Museum of Art over $860,000 in royalties on its Seminars in Art.

The potential audience for subscription ETV can be limitless as Americans are persuaded to realize that education does not stop at age fourteen or eighteen or twenty-one, that it continues for a lifetime.

Though the use of the subscription technique seems to me to be the single most promising way to finance ETV (and perhaps also Mr. Minow's "higher level" commercial network), I have three additional ideas for discussion. These may seem unorthodox to many—to educators as well as others:

1. Today all ETV stations are not-for-profit operations. But this need be no bar to their acceptance of commercial "patrons" to help finance expensive programs. During 1962 the not-for-profit National Educational Television, which then provided ten hours of programs a week for ETV stations, received "underwriting" of more than $500,000 from business sources for specific programs. In most instances this money came from the public-relations budgets of the Humble Oil & Refining Company; International Business Machines Corporation; Mead, Johnson & Company; Merrill Lynch, Pierce, Fenner and Smith; the National Association of Manufacturers and other business sources. These "underwriters" were credited, at the opening and close of each program, with having made the program possible. There was no direct selling, no "middle commercial," and of course no program control by the "underwriters." Although its ETV license prohibits the use of regular advertising commercials, the F.C.C. has approved these "credits" or form of commercial support.

I have no fear that the boards who control ETV stations—take, as an example, the board of station WGBH in Boston, which is headed by the distinguished Mr. Ralph Lowell—are going to be corrupted by the temptation to commercialize their stations or debase their program standards. They would not and should not permit a sponsor to determine program content. Thus, I would be willing to consider giving the patrons more than a mere "credit line" on the air. And surely, the competition for advertising dollars ETV stations would give commercial TV would be no more worrisome than the competition *The Atlantic Monthly* and *Harper's* provide for *Life* and *Look*. If we trust the Boards of Directors of NBC, CBS and ABC to deal with sponsors in the public interest, surely we can trust the boards of our ETV stations. Let the latter use their own judgment on what they permit their patrons to say on the air.

2. Because ability in communications can often command high financial rewards, I would ask whether ETV can find formulas which would attract outstanding creative and management talents. One way to achieve this might be for the nonprofit ETV stations to enter into contracts with private managers and producers to take over part of their programming. Because considerable capital is required to install a subscription system in any community, the "Pay-TV" part of an ETV station's schedule might be contracted out, with the contractors sharing the earnings, if any, with the station.

3. There is of course one other way to finance educational and cultural television and that is through the taxing power; for example, the British technique of financing the BBC through an annual levy on home receivers. I confess I do not share the horror such an idea seems to evoke in the U.S.—so long as independent and nonsubsidized systems remain in competition.

I do not foresee the development in the discernible future, as suggested by Walter Lippmann, of a U.S.-government-financed network: there is no audible movement in that direction—and a decade of campaigning would probably be required to produce action in Congress. I do believe there is one way by which federal financial support might be developed for ETV in the next five years, given an organized effort. The Congress has now established a precedent by authorizing matching grants to the states for *construction* of ETV stations. There is now in the statutes a federal excise tax of ten percent on TV receivers. Should not the receipts from this tax be earmarked for grants, via the Department of Health, Education and Welfare, to the states for support of ETV *programming*? I prefer taxing the customers to levying a tax, as has been suggested, against the commercial stations.

I began this article by reporting what Mr. Kharlamov told me Russia proposes to do with television. He told me how the Soviets plan to expand present instructional programs for farmers, workers and technicians; how they plan to devote one entire network to support of correspondence courses for professional people; how they plan to use TV to train engineers and advanced students; and how they mean to use the entire system to make the Soviet people "more fully developed human beings." Above all—and this is consistent with their record as well as their pronouncements—I reaffirmed how intense is their devotion to education itself. The Soviets know what they want. And if television is a weapon in the cold war, they are taking aim—zeroing in on a target. We in the United States have never thought of TV as germane to our national strength. We have been using television as a kind of fowling piece, scattering shot wildly.

I believe the competition between the Soviet Union and the United States is likely to turn on which society makes the best use of its brainpower. For most adults, this means the best use of communications media.

We have neither the wish nor the need to imitate the Soviets. We can meet the Soviet challenge in our own way. But if we are to live up to our own great pioneering tradition of universal education, we should employ television for education on a scale even more vast than the U.S.S.R. We should do this even if the U.S.S.R. were to sink suddenly into the sea. We should do this because it is indeed not only in the tradition of the American Dream—it is potentially the very essence of the Dream. ###

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LICENSE FEES FOR RADIO AND TELEVISION SETS (EXCERPTS)

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PREFACE

Radio and television organizations are, in many respects, enterprises of a rather special kind, and from the economic standpoint alone they differ from the majority of concerns inasmuch as:

their output does not lend itself to mass-production techniques, since no broadcast is absolutely identical with its precursor;

the product of the organizations' activities is distributed simultaneously and directly to the homes of all the potential consumers;

there is, in practice, no means of establishing on a permanent and accurate basis the number of actual consumers, the quantity, or the degree of the output actually used.

Special methods of financing have to be employed to meet this rather exceptional situation, one of the commonest being the collection of a fee from persons owning or using receiving sets. Although the idea is a simple one in itself, it is far from being simple in practice, since human imagination and habits, and the force of circumstances, have produced such a great variety of principles and procedures that this fundamentally simple concept has become extremely complex.

For this reason, it appeared desirable to carry out a systematic analysis of the whole question in an attempt to establish the principles and methods normally applied by the majority of radio and television organizations in supplying the public service for which they are responsible. This is a mere outline of the main problems raised by license fees. But if it contributes to a better understanding of a field of activity in which many misconceptions exist, it will have succeeded in its purpose.

I ARE RADIO AND TELEVISION LICENCE FEES A WORLD-WIDE PHENOMENON?

It is tempting to conclude that this type of payment is an essentially European phenomenon when it is considered that only four European states have consistently refused to make use of this method, and it is no coincidence that the odd countries out are the Principality of Monaco (area 1.5 square kilometres - 20,000 inhabitants), the Republic of Andorra (area 465 square kilometres - 9,000 inhabitants), the Republic of San Marino (area 60 kilometres - 15,000 inhabitants) and the Vatican City (0.5 square kilometres - 1,000 inhabitants). However, since the Soviet Union (area 22,271,000 square kilometres -220,000,000 inhabitants) abolished all charges on receiving sets in 1961, the assertion that the system is typically European in character has lost some of its force. What is the position in the other continents?

Since Canada ceased to collect an excise tax on sets in 1953, America as a whole can be said to be opposed to the direct financial participation of the audience, the only exceptions to this rule being a very small number of South American countries and those territories under the jurisdiction of European powers.

On the other hand, the licence fee has been generally adopted and retained in Oceania. In Asia and Africa, however- with the exception of the territories under a colonial regime and countries like Algeria, Egypt, India, Israel, Japan, Morocco, Tunisia, the Republic of South Africa, etc. - the nations which have recently achieved their independence are still hesitant about setting up or retaining a system which China, for example, has never adopted.

There can be no doubt that the collection of fees from broadcasting audiences is far from being a universally accepted procedure, but it is certainly the most widespread of all the direct and indirect means of financing used by the radio and television organizations, since it is employed by one country out of two, and thus concerns about half the population of the world. This fact alone would appear to make it worth while devoting some attention to the problem.

II THE LEGAL BASIS

It cannot be denied that the licence fee for receiving sets has always been based on financial considerations, so much so that even in countries like Luxembourg where the state does not bear the cost of the public radio and television service, and in others like Liechtenstein where no broadcasting station has as yet been set up on the national territory, the authorities have taken full advantage of the opportunity to extend the range of existing taxes by collecting a fee for radio and television sets.

However, in fact of this undisputed fact, attempts have often been made to find some legal justification for the system, but experience has shown that this is not an easy matter. Thus, for example, in West Germany, Belgium, France and Italy, to mention only western European countries, the highest judicial authorities (the Federal Supreme Court, the Supreme Court, the Constitutional Council, the Constitutional Court) have been called upon over the last 10 years to deal with this problem following disputes which often, notably in France, set the government violently at odds with Parliament.

The fact that this situation has occurred in a number of different countries, 25 or 30 years after the system was first instituted, shows how important it is to define the legal nature of the charge, and confirms two well-known truths, namely:

first of all, that even in questions quite remote from programmes, any matter relating to radio and television arouses intense interest both among the general public and in Parliament,

secondly, that it is always advisable to inform the tax-payer exactly why money is being claimed from him.

Now, in this particular case, it is possible to advance several different theories: some see the charge as a state impost, some regard it as the price the user pays for receiving the programmes, while yet others treat it as just another fiscal tax open to the multitude of possible interpretations authorized by the financial laws of the country concerned.

It is difficult for the layman to distinguish one theory from another, and, more particularly, to see how these legal niceties can possibly affect a national broadcasting organization. Without giving a detailed analysis of the problem, which would, in any event, go beyond the scope of this report, it should be pointed out that the legal position chosen may have serious repercussions, as may be illustrated by the following simple examples:

1 -- Supposing that the body operating the public radio and television service, acting on the principle that there is nothing like doing a thing yourself, wishes to collect the fee itself: it will not be able to do so if, as in Spain, the charge takes the form of a state impost, since the collection of such revenue is the prerogative of the state tax authorities.

Let us assume, once again, that the government wishes to reserve to itself the exclusive right to fix and adjust the amount of the reception fee as it thinks fit; if a state impost is involve, it will have to share this prerogative with Parliament since, in almost all countries, appropriate legislation must be passed by Parliament to enable existing taxes to be adjusted and new ones introduced. Quite apart from any supporting arguments which might be advanced, the assertion that the charge made is a state impost may be a source of embarrassment either to the broadcasting organization or to the government.

2 -- The following line of argument is sometimes heard: "A public broadcasting service (in the internationally accepted meaning of the

word) exists. The benefits of this are available to all, therefore everyone in possession of a receiving set must pay." This is the idea of a remuneratory payment in return for a service rendered, in this case, for the supply of programmes.

However, is this a valid argument in the case of the user who refuses the benefits thus offered, either because he prefers foreign programmes (in frontier zones, for instance), or because he likes to listen to commercial programmes (in cases where both public and private broadcasting organizations exist)?

In the same way, is it applicable in cases where the user is prevented from receiving national programmes for technical reasons (residence in an area which is not linked with a network, for example) or because of geographical difficulties? It would amount to a flagrant breach of justice to make the user pay a charge in these circumstances.

On the other hand, it would be equally dangerous to assert that the price for the service rendered must be paid only by the parties benefiting from it since, until such time as all sets, without exception, can be equipped with a special meter, a user would merely have to claim dishonestly that he did not look at or listen to the organization's programmes to avoid paying the fee.

Since, therefore, the argument that the charge made constitutes a remuneratory payment in return for the service of supplying the programmes involves the two inacceptable consequences of injustice and the risk of widespread fraud, it is not very satisfactory.

3 -- It is much more commonly maintained that the licence fee is quite simply a tax levied on the strength of the state's monopoly over telecommunications.

Granted the obvious facts that sound broadcasting and television are forms of telecommunication, that special equipment in the shape of a radio or television set is required if the user is to receive the programmes, and that, by virtue of the monopoly enjoyed by the state, it is entitled to make a charge for authorization to install and make use of a receiving set, it follows that the tax has a precise meaning and incidence which are capable of legal definition.

A large number of countries have adopted this conception, either explicitly or implicitly, and it is understandable, therefore, that fine terminal distinctions should be made between the actual authorization (license, concession) on the one hand, and the price (tax, licence fee) which is paid for it, on the other.

It should not be assumed, however, that this solution suits all organizations, since it distorts the cause-and-effect relationship between the public service supplied by the radio and/or television organization and the licence-holder. The fact is that the postal authorities exercise a monopoly over telecommunications in almost all countries, and, in theory, they alone can make regulations, since they have exclusive jurisdiction in this field. If the radio and television organizations attempt to exercise their right to intervene, disputes occur immediately, as in the case of Germany.

4 -- It would be easy to enter into a long discourse on the legal basis of such taxation, if only on account of the endless variety of legislation and doctrine among the nations. What matters is that radio and television taxation exists, and, quite apart from the questions of principle it raises in the sphere of political philosophy or financial law, it confronts us with certain clearly defined problems.

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A Statement by Loren B. Stone
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Let me start by saying that I think the country wants and needs, and I think will ultimately get an educational service, not primarily an "alternate" service, of a cultural nature, to that provided by commercial television.

When the Federal Communications Commission held hearings, prior to its issuance of the Sixth Order and Report, during which it was undertaking to determine the country's needs and desires for an educational television service, those who had the responsibility for education in the United States represented to the Commission that there was need for the reservation of channels for educational purposes. They testified that the educational establishment of the country required these channels to help do its job better, and that these stations could and would be built and supported as educational facilities.

In the reservation of the channels the intent clearly was to license the educational stations to existing instruments of education, with sufficient latitude being given so the accredited schools, both public and private could join together, if need be, to create and operate stations. There was not then, nor is there in subsequent formal action of the Commission, any provision to permit stations to be licensed to non-educational community groups. I think it has been a serious mistake for the Commission to license stations to community groups which were not directly responsible to the established educational facilities of the community.

While there have been a few notable examples of well financed and well run "community" stations, these have been largely the result of the efforts of an outstanding single individual who has been able to give the station strong operating or financial direction. Many of the "community" stations are in serious financial difficulties. There is a real danger that the rest will be in that condition in the not-too-distant future. Those that presently are strong get that strength through substantial support by the organized educational establishment of the community, or because they are the current "pet charity" of the business and social community.

The educational establishment of the country is based on a publicly supported school system coupled with publicly supported colleges and universities -

and augmented by a private school and college system. The private schools and colleges were essentially of a religious orientation in their beginnings, being created to provide a religious atmosphere lacking in the public operated educational institutions.

I do not think we can or will develop a widespread educational television instrument in this country which is "private" in its concept, for there is not the compulsion or financial strength among religious groups to organize and support these facilities, as existed to start the private schools of the country. And it would not be in the public interest to have these stations so organized and controlled.

The libraries of our country are generally supported by the entire community through some type of direct or indirect taxing mechanism. Our symphony orchestras, art galleries and museums are generally supported by private subscription and as the "charities" of the rich and socially aspiring. Most of the latter institutions are generally poorly supported, except in a few highly developed economic and cultural centers of the country.

We cannot settle for as few educational television stations as we have successful symphony orchestras or outstanding museums or art galleries. We must create stations that will serve the length and breadth of the land as is done by our library system. And this, in my opinion, calls for the support of the educational television stations by the entire community through the mechanism the public has devised to distribute the cost across the total community -- taxes, levied by either direct or indirect means.

The method of providing tax support will vary from state to state and from community to community. In some states the funds will be appropriated by the state legislature -- and in those states educational television will, to some extent, be in direct competition with other aspects of organized education for the public's support. I think the more likely and the more healthy condition will be that in which the development and operation of the educational television facilities is taken as a responsibility of the existing organized educational establishment -- which is essentially the publicly supported public school system (augmented by the cooperation of the private educational interests).

The use of educational television broadcast facilities can produce great economies for public schools and colleges -- economies in terms of attaining the tremendous improvement in the quality and quantity of instruction our present technological and population growth requires, without the commensurate increase in cost which would be required to meet this growth through conventional means of providing instruction. The public schools of our country cannot afford to do their job without the use of television facilities -- and their need is primarily for broadcast facilities, because of the opportunity open-circuit broadcasting offers to share the costs between many schools.

Closed-circuit facilities will undoubtedly provide a satisfactory type of television service to most colleges, to many large individual schools (particularly secondary schools) and to some entire school districts in highly urbanized areas, where the distribution cost over a somewhat limited area can be kept manageable. But the economies of distribution by open-circuit broadcast facilities will make this type of distribution essential for most public school instructional use.

I believe the national educational television system development will encompass first of all facilities for providing one broadcast service via VHF or UHF transmitters to essentially every school and every home of the country. This will require a distribution of stations throughout the country quite comparable to that required by any one of the commercial networks to achieve nation-wide coverage -- together with the translators and CATV systems which additionally will carry the signal to the remote areas which cannot afford to support a broadcast facility.

This system will be public supported -- the broadcast station and translator part of it -- through the already-in-existence taxing facility of the public school systems. The private enterprise of the CATV systems can and will provide the additional coverage for educational television which it now provides for entertainment television as a service to each system's subscribers and as a public service to its community's schools.

The basic educational television system will provide instructional programs during daytime hours for the classroom and in-service teacher training needs of the public schools. The late afternoon and evening programs will be provided by the "educational establishment" of the communities to the children and adults of the area. These programs will meet the wide range of educational and cultural interests which the communities wish to provide themselves.

Education is essentially a local matter. Our system of public education is built on the desire people have to maintain some locally administered supervision and control over the training and education of their children. They want and will accept help from the outside but not at the expense of divesting themselves of their right to exercise the ultimate decisions as to what they and their children should be offered.

Most of our public school systems have accepted the demands of their adult citizens to provide some type of continuing or "adult education" facilities of both an educational and a cultural nature -- so there is every logic in the public school establishment providing this same type of service to their patrons through the use of broadcast educational television facilities during evening hours.

In addition to the single broadcast service which will provide a basic instructional service to the schools and an evening educational and cultural program service to the homes, widespread use will be made by the schools of specialized low power transmitter facilities, such as those the FCC proposes to make available in the 2000 mc band. These facilities will provide the multi-channel service needed to make available a large number of simultaneous instructional programs to the schools.

Where closed circuit distribution can be developed at costs which are commensurate with or competitive to the multi-channel low power broadcast facility, distribution will undoubtedly be by closed-circuit cable or microwave facilities rather than by broadcast.

Most individual school buildings will be equipped with multi-channel internal distribution systems which can distribute both the broadcast programs as they are received by a master antenna, and the specialized instruction which may be originated within the building itself, either from live studios or from videotape or film playback facilities. These locally operated, self-contained systems will permit television facilities to be employed in the larger schools for intensive help in meeting the needs of specialized instruction in science, music, mathematics, art and foreign languages.

The extent to which airplane-based transmitters, such as those employed by MPATI will substitute for land-based stations for in-school instruction will depend almost entirely on the economics of the situation. If plane-based facilities can be operated less expensively than can the land-based clusters of multi-channel stations needed to serve the same area (together with the microwave or cable circuits necessary to provide service to the land transmitters) then there will undoubtedly be interest in developing additional airplane transmitting facilities. An increasingly favorable economic balance in the direction of the airborne system would increasingly offset the concern of local schools in giving up the opportunity to participate in the planning and selection of the instructional programs to be broadcast to their students.

I see four main problems to be faced in the development of this national educational television system: (1) provisions for the capital funds to create the stations and the inter-connection facilities required; (2) developing operating funds for the transmitting function of the stations; (3) producing programs, including establishing the production facilities necessary; and (4) recruiting, training and providing for the professional development of the technical and production people needed to staff the stations.

The public schools and colleges of the country could generally provide the basic operating costs of the television facilities required to serve their respective communities. Charges of $1 or $2 per student per year on public and private school enrollments are being met in many places throughout the country. These amounts are well within the costs the schools can bear for the service which can be provided them through the broadcast facility -- and appear ample to provide satisfactory operating revenues for carefully managed stations if the base of support includes most of the enrollment covered by the station.

The biggest hurdle for most communities to overcome is the initial capital investment required to create the broadcast facility. The greatest need to be met is that of the sparsely populated areas -- the needs of the rural schools for instructional resources which could not possibly be made available by any means other than television -- and the needs of rural families for an educational and cultural contact with the rest of the world, not now available.

High-power stations are required to meet the rural-area needs, and high-power stations require substantial investments of capital -- especially substantial in terms of the numbers of schools or viewers to be served. This makes the initial facilities hurdle an increasingly greater one for those in the least populated areas -- those who have the greatest need of educational television's help.

The programming needs of the national educational television system are two-fold: an instructional service and a non-instructional service. The instructional service must be the backbone of the system, for it is largely because of the value these educational television stations have in helping the schools improve their instruction that we should require the schools to take the responsibility of maintaining the broadcast facilities for their communities. The television service needed by the schools is for instruction to both students and teachers.

At the college level instruction generally will be developed by each individual institution, itself, and will be broadcast over a closed-circuit or low power broadcast facility to a single campus. There will be a slow growth of inter-institutional instruction by television at the college level, largely between publicly supported colleges and universities within a single state or close geographic region. It is quite probable that most of the inter-institutional exchange will take place by exchanging videotapes or films, or through microwave connection between separated closed circuit systems; not through widespread use of open-circuit broadcast facilities.

College instruction is highly specialized, with the course content generally growing out of the special capabilities and knowledge of an individual faculty member. Professional considerations will tend to limit the use of college instruction by television beyond the limits of the home institution of the television instructor or the other units of a state-wide system of higher education to which the institution belongs. Some nationally or regionally distributed college-level instruction will find its place in the open-circuit national educational television system, but largely for the education of the out-of-school adults rather than the resident college students.

An increasing amount of use will be made of instructional television by the secondary schools of the country's public and private school system, although the professional resistance to accepting outside instruction in a teacher's own professional field and the problems of multiple-sections in large secondary schools will cause this development to come slowly The small schools which cannot find qualified teachers in some of the specialized instructional areas of the curriculum will be the first to utilize the service that can be made available to them -- and the larger schools will commense using television instruction through separate closed-circuit systems, and later on through one or more of the low-power cluster stations which can perhaps do the job of meeting multiple-section scheduling.

When the secondary schools do come to an acceptance of the use of television facilities as a means of assisting them in their problems, they will need and accept outside help in the development of programs. Nationally developed courses of instruction in the sciences, in mathematics, the foreign languages and in most of the social studies area of the curriculum will need to be produced and will find an increasing acceptance in the next few years.

The greatest need and the greatest opportunity to employ television facilities toward an improvement of instruction is at the elementary school level among both the public and private schools of the country. Teachers at the elementary school level are generally the least well trained, have the least subject matter specialization and are required to teach across the widest range of subject areas. And elementary school teachers generally show the greatest desire for and willingness to accept all the qualified help they can get from the outside.

This need for and willingness to accept outside help, coupled with the desire to maintain effective local control over curriculum and course content suggests the need for a choice being available to the schools in the selection of instructional materials produced by others than themselves. When the schools can produce their own television programs they of course satisfy the need of local control. When they look to the outside for help, as they increasingly must, they need to have televised instruction materials available from alternate sources for selection, as they now select text books among separate and competing sources.

There is great economic waste in the present development of instructional television for public school education, with almost every school group which is currently involved in television producing all of its own programming. Our schools do not each produce, separately, all their own text books, but utilize those that are produced and distributed nationally or regionally. The time must soon come when our schools can satisfy their needs for the instructional resources they use via television distribution facilities without each separate school having to duplicate what every other major system in the country is also doing.

I think the time will come, perhaps in the not-too-distant future, when private industry will see a profitable opportunity to distribute instructional materials for use on television as the book publishers now do in producing printed materials for classroom use. We have, of course, the start in this direction by Heath-deRochemont's cooperation with the Modern Languages Association in distributing the Parlons Francaise series. In the meantime, though there is a great need for help in the development of course material for use by television for elementary schools. The beginnings of the national and regional instructional libraries is an important move toward helping the schools meet this need.

But a great deal more is needed than cataloguing those instructional programs which already exist around the country at a few stations. There is need to seek out the schools and production facilities which are experienced in developing televised instruction to have new series produced expressly for multi-station or multi-school use. Most of the existing recorded instructional programs, with the probable exception of the MPATI programs, have been developed with only local broadcast in mind, with the occasional incorporation of local references which make the programs less than fully useful by others. Many of the series are on kinescope positives which do not lend themselves readily to duplication.

A plan for equitable compensation to the teachers who prepare the material for broadcast must be developed before individual patterns develop around the country which inhibit the growth of an instructional exchange, or are patently unfair to the television teacher.

Much of the present interest by schools in acquiring closed-circuit television facilities is a manifestation of the "gadgetry" desires of some teachers and audio-visual specialists to get their hands on the hardware and become television producers. This natural first desire of school personnel to produce their own programs can continue to compounding the operating costs of the educational system beyond reason. It can best be offset, while still permitting the schools to retain their needed local control, by making available a choice of good television instruction at reasonable cost.

Every effort must be made to ensure that both the funds initially being made available by the federal government under the Magnuson-Roberts legislation and the locally required matching funds will be used to create a maximum of additional "coverage" by broadcast facilities, and that a minimum of funds will be diverted to the creation of additional production facilities. While there are some major cities of the country that do not yet have educational television facilities -- and they will want and require good production facilities as they build their stations -- the majority of the educational stations to be built in the years ahead will be built in communities and by educational groups which will not have extensive resources to draw on. Their interest in television should be principally as consumers of programs, not producers.

Because I believe there will be need for but a single night-time educational and cultural service for the country -- but development toward a multi-channel instructional service for the schools -- there is need for a much larger reservoir of programs to be developed for the instructional service than for the non-instructional service.

I think the non-instructional program needs of the stations will be met by a combination of some local production at most of the stations, some regionally distributed programming and by a national service of the general type presently being made available by the National Educational Television and Radio Center.

I believe that wherever stations are located in communities which support public or private colleges or junior colleges, there will be a desire and the capability of originating some locally produced programs. As the size of the station service area or the skills of the educational institutions which support and operate the stations increase, so will the amount of locally produced programs. Where operating budgets are more difficult to develop there will be a greater willingness to rely on production by others.

I believe there will develop a certain amount of regional programming, originating in the larger stations of each region and rebroadcast either through tape or film exchange or off-the-air or microwave relays to the smaller stations of the region.

As to the national program service for the stations there is and will continue to be a great need for programs which are beyond the resources of most of the individual stations to develop. It is likely that the majority of the stations in the first 50 markets of the country will not require, or be able to make good use of more than the ten hours of programs currently offered by NETRC to their affiliates. But it is also quite likely that the majority of the stations in the next one hundred markets will be able to use perhaps as many as fifteen hours a week from national or regional sources for their non-instructional service to their communities.

This position paper is for use at the December 7-8, 1964 Conference on the Long-Range Financing of Educational Television Stations. The opinions expressed in it are those of the author only, and in no way support or refute stands of any organization. The paper is included for purposes of stimulating thought and discussion.

The following was an Associated Press Release on October 29, 1964.

REVOLUTION OR MENACE?

COMMUNITY TV ROCKS INDUSTRY

By James D. Cary

Some say it's a revolution. Others call it a menace. Still others maintain it's natural, healthy economic growth.

In any event the swift spread of community antenna television throughout the United States has spawned an argument that is rocking the nation's television industry.

The central issue is whether the Federal Communications Commission should be armed with authority to step in and control this muscular young giant.

So far there is no firm answer, but outcome of the dispute is a matter of great interest to the general public.

For the uninitiated, a community antenna is a master antenna, usually located on a mountain top or other high ground, used to pluck television programs out of the air. These programs are then fed by wire into the homes of those subscribing to the system's service at a monthly cost that may range from $2.50 to $6.50.

This type of service came rolling down out of the hills of Pennsylvania and Oregon in 1949 and 1950, largely as a means of piping television into areas that could not otherwise receive a usable signal.

No one seems to question such operations.

But, say the opponents, the community antenna or CATV systems, didn't stop there. They were soon spreading into the hearts of cities already supporting one or more television stations, or hoping to support one soon.

This competition -- which can offer subscribers a much greater number of programs and channels -- comes from investors not subject to licensing by the Federal Communications Act. Only a local francise is required.

From a mere handful a little over a decade ago they have exploded into 1,300 systems serving more than 3,300,000 people in 46 states and pulling in about $51 million a year in revenue.

With an estimated 15,000 homes being added to CATV systems each month, distress signals are beginning to fly in some parts of the television industry.

Morton Leslie, acting chairman of the Television Accessory Manufacturers Institute, estimates CATV systems have reduced sales of home antennas about 15 per cent. The institute wants the CATV systems put under strict federal licensing procedures.

Some regular television broadcasters not holding simultaneous investments in CATV systems also favor regulation because the systems are giving them fierce competition for audiences.

But the National Community Television Association, speaking for the CATV systems, is for a minimum of control, and that only on a case-by-case basis.

The nature of the public interest is rooted in the somewhat complex and technical aspects of the way commercial television has developed in the United States.

When it began in 1948, television was confined to the relatively limited, very high frequency -- VHF -- bands of the radio spectrum. With 480 commercial and 60 educational VHF stations now in operations, there is little room for further VHF expansion.

But also assigned to television transmission is the much roomier ultra high frequency area -- UHF -- which could handle some 3,000 stations. To date it has attracted only 85 commercial and 33 educational outlets.

The biggest reason, aside from the somewhat lower power and range of UHF, has been the lack of television sets able to receive UHF programs. But a new federal law that went into effect last May requires that all television sets manufactured after that date be equipped to receive all channels, both VHF and UHF.

But, so the argument goes, the growth of CATV is inhibiting the hoped-for expansion into the UHF frequencies. By bringing wired, multichannel programing into communities that can logically support only one television station, CATV can presumably make it difficult or impossible for many UHF stations to get started.

All this has not gone unnoticed. A bill to bring CATV under FCC licensing requirements recently failed by one vote in the United States Senate and more attempts to push such legislation through are expected.

FCC Chairman E. William Henry has called for legislation to bring all wired television under federal control and so have some other FCC members.

They say they fear the future of localized television may be involved, with its local news, local talent, airing of local issues, and local advertising as a normal part of a daily program offerings.

Another argument advanced is that CATV may lead to more and more programs for which television audiences have to pay. Cited as an example is the recent heavyweight championship fight between Cassius Clay and Sonny Liston which was piped into 200,000 home television receivers via CATV lines.

Study Material - Addendum
(Distributed to Conferees, December 7, 1964)

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A DESCRIPTION OF THE EASTERN EDUCATIONAL NETWORK AND THE NORTHEASTERN REGIONAL INSTRUCTIONAL TELEVISION LIBRARY

By Hartford N. Gunn, Jr., General Manager, WGBH-TV-FM.

The Eastern Educational Network is a regional cooperative educational television network organized to raise the quality and increase the quantity of its members' programming. The network's fourteen affiliated educational stations in the northeast stretch from Washington, D. C. to Maine, and westward to the Ohio border, and are as follows:

STATION	CHANNEL	CITY	SERVICE AREA
WETA TV	26	Washington, D. C.	Metropolitan Washington
WHYY TV	12	Philadelphia, Pa.	Metropolitan Philadelphia
WQED	13	Pittsburgh, Pa.	Metropolitan Pittsburgh
WITF TV	33	Hershey, Pa.	Metropolitan Harrisburg
WNDT	13	New York, N. Y.	Metropolitan New York City
WMHT	17	Schenectady, N. Y.	Schenectady-Albany-Troy
WNED TV	17	Buffalo, N. Y.	Metropolitan Buffalo
WEDH	24	Hartford, Conn.	Central Connecticut
WGBH	2	Boston, Mass.	Eastern Mass. - Rhode Island
WENH TV	11	Durham, N. H.	Southern New Hampshire
WCBB	10	Augusta, Maine	Southern Maine
WMEB TV	12	Orono, Maine	Central Maine
WMEM TV	10	Presque Isle, Me.	Northern Maine
WMED TV	13	Calais, Maine	Eastern Maine

The Eastern Educational Network is an independent non-profit charitable corporation, chartered in 1960. In addition to the affiliated stations listed above, its membership includes two production centers, the Philadelphia public schools and the Twenty One Inch Classroom in Boston, Massachusetts. Four agencies are developing ETV facilities: Penn State University, The Lehigh Valley ETV Association, West Virginia University and the University of Vermont.

Seven State Departments of Education are doing the same: Maine, Vermont, Massachusetts, Rhode Island, Connecticut, New York and Pennsylvania, two national networks, National Educational Television, and The Canadian Broadcasting Corporation are also involved.

The members support the network by means of annual assessments that range from one hundred and fifty dollars to three thousand five hundred dollars, depending upon the class of membership. An additional assessment for staff brings the present annual ETV station charge to five thousand dollars. The annual budget is approximately seventy thousand dollars. Members also support the network by making available to it their best programming, free of charge.

The powers of the corporation reside in a board of trustees, composed of and elected annually by the members. A small administrative and programming staff directs its activities from the Eastern Educational Network in Cambridge, Massachusetts.

E.E.N. activities: There are five major activities of the Eastern Educational Network.

A. Programming and the distribution of instructional and adult programs from four sources:

    1. Eastern Educational Network members
    2. Outside services
    3. Cooperative production among members
    4. Eastern Educational Network production.

B. Interconnection. The creation of a systematic interconnection system to all member stations and state networks in order to carry out program exchange and generation.

C. Activation. Consultation and support in the development of new educational stations and state networks within the region.

D. Consultant Services. Workshops, meetings, and consultation in production, administration, engineering and public relations to further the improvement of personnel and facilities.

E. Research. Research and the demonstration of regional cooperation in the field of instructional television through Eastern Educational Network Center for instructional television.

Programs are distributed simultaneously to seven E.E.N. members -- Schenectady, Boston, Durham, Augusta, Orono, Presque Isle and Calais, and by recorded means to Washington, D. C., Philadelphia, Pittsburgh, Buffalo, Hartford and Hershey, Pennsylvania.

The simultaneous distribution is made possible by off-air pickup, private microwave, and leased facilities. The recorded distribution is accomplished by videotape recordings, shipped by mail.

During the year beginning September 1, 1963 and ending August 31, 1964, the E.E.N. made available to its interconnected stations 1,064 hours of programming. On a weekly basis, this averages 20 and one-half hours per week and does not include net regular and flexible programs simultaneously carried by the interconnected stations. This service has been expanding. During the year beginning September 1, 1964 the interconnected stations had available to them twenty-three and one-half hours of programming per week.

The tape and film distribution of the network has grown most dramatically. In the current year the network could make available to a non-interconnected station twenty seven and one-half hours of programming during a given week.

Also expanded during this period has been the network activity in obtaining programs from outside agencies such as BBC, CBS owned and operated stations WNBC-TV and Metromedia. The network purchased several series for affiliated stations at a price lower than the individual stations could have negotiated alone.

Of the programs distributed by the network and produced by affiliated stations, it is well to note that seventy-five per cent of the stations are now contributing members.

The Northeastern Regional Instructional Television Library Project, funded by the United States Office of Education on a contract with the Eastern Educational Network, has provided an opportunity to develop an instructional television service for the Eastern Educational Network.

The project has permitted school service personnel throughout the region to come together to discuss matters of importance.

It has provided the opportunity for screening and subsequent unilateral exchange of instructional television programs throughout the region.

It has provided the opportunity for an experiment in regional exchange. Seventy-six and one-half hours of instructional programming are being distributed through the Center for Instructional Television during the first semester of the 1964-65 school year. One thousand seventy-eight hours are being distributed throughout the region unilaterally.

It has provided the first demonstration of cooperative regional planning and production of an instructional television series, sets and systems.

Through NRITLP, a clearing house of information on ITV has been established for the Eastern Educational Network, and school and television personnel look to the center for leadership in instructional television.

The Instructional Television Service of the E.E.N. will be continued for the following purposes:

To provide leadership in instructional television in the northeast region in the areas of philosophy and practice, information and training.

To continue research and exploration of instructional television through the development of quality instructional television materials, (programs, supplementary material, workshops) etc.

To provide leadership and coordination for cooperative production throughout the region.

To continue the planning and conducting of curriculum conferences with special attention devoted to instructional television.

To assume a leadership role, on a regional basis, in improving the utilization of instructional television by classroom teachers by initiating a continuing service in uses of instructional television.

To augment and reenforce the coordination and management of exchange and distribution of selected ITV series throughout the Eastern Educational Network.

The level and method of future funding of the instructional service is being studied by the executive committee of the E.E.N. Board of Trustees.

Study Material - Addendum
(Distributed to Conferees, December 7, 1964)

MIDWESTERN EDUCATIONAL TELEVISION, INC. (MET)

Midwestern Educational Television, Inc. was established in December, 1960 to continue development work toward establishment and operation of the Upper Midwest six-state Educational Television Network. Incorporation of MET as an educational non-profit corporation followed completion of the major regional study conducted by the National Association of Educational Broadcasters which proved the educational desirability and the technical and economic feasibility of an educational television network which would facilitate region-wide sharing of educational resources in that area which includes Iowa, Minnesota, Nebraska, North Dakota, South Dakota and Wisconsin. MET was and is intended to be the regional entity through which such sharing can be accomplished. Accordingly it has encouraged the development not only of additional ETV stations but of state ETV networks as well within the region, and thus provides a means of exchange of programs between and among state ETV systems. Additionally, it has encouraged the establishment of, and works closely with, the Great Plains Regional Instructional Television Library at the University of Nebraska whose role it complements.

Midwestern Educational Television, Inc., is a facility -- a means of exchanging programs among the ETV facilities of a region and of extending Educational Television services to remote parts of the region where, without such outside resources and support, establishment and operation of ETV Stations might be impractical.

MET looks to, and works toward, the actual interconnection of the region's educational television stations as the ideal method of accomplishing its tasks. Until such full regional interconnection is a reality, the organization continues to exchange increasing numbers of programs among the region's ETV stations by means of videotape recordings. In addition it acts as a central coordinating headquarters for planning and financing regional cooperative production and programming projects in which all ETV stations in the region may participate.

Midwestern Educational Television, Inc., maintains its headquarters at 1640 Como Avenue in St. Paul in space provided by KTCA-TV, while its program coordination activities are conducted at WMVS in Milwaukee. The corporation's policy affairs are the responsibility of a Board of Trustees composed of 15 prominent educational and civic leaders selected from the entire region. Matters of Programming are handled by MET's Program Operations Board on which serve the managers of the operating ETV stations.

MET works cooperatively with its member ETV stations, and the costs of its program operation is shared by the ETV Stations it serves on the basis of an equal annual fee of modest proportion. Other activities and projects of MET are supported by foundation grants and by special assessments such as that which permits MET to operate and maintain the microwave facility between stations in St. Paul and Duluth, Minnesota, the first of the region's planned interconnections. Ten ETV stations are already in operation in MET's region, with approximately 25 to probably be operating within 5 years. All six states have plans concerning establishment of state wide ETV systems.

In its first four years of operation MET has grown upon a solid base of research and experimentation which already has received the generous support of three major foundations. Its future activities are expected to reveal a continuing acceleration in development and encouragement of ETV use in the region, establishment and operation of ETV facilities and exchange and extension of ETV program services.

Study Material - Addendum
(Distributed to Conferees, December 7, 1964)

The following is an extract from Weekly Television Digest
dated November 9, 1964

STV GOES TO COURT, WILL SUSPEND: Subscription TV, fighting death blow delivered by 2 out of 3 Cal. voters, went to State Supreme Court Nov. 6 asking that referendum declaring pay TV not in public interest be declared unconstitutional. Pres. Pat Weaver told 500 stockholders same day that STV will suspend operations in L.A. & S.F. in "next few days," seek franchises in other cities while Cal. case is fought through courts.

Court may consider STV petition as early as Wed. (Nov. 11). If company loses there, it'll attack proposition outlawing its operations in lower court, seek injunction to prevent Secy. of State from certifying vote. Most STV employes will be laid off and Weaver is moving base of operations to N.Y. in search for new cities in which to operate. STV official said firm talks are underway with principals in Boston, Philadelphia, Cleveland, Minneapolis & Chicago in addition to N.Y.

Meanwhile, theater people were overjoyed at resounding approval of Proposition 15-3,258,833 yes votes, 1,463,280 no -- prohibiting payment of fee for home TV in Cal. "If pay TV isn't dead, it's at least been set back 10 years," theater executive told us. "Referendum will probably be declared unconstitutional, but we've stopped their financing, we've stalled their progress and it'll take years for Weaver to recover." East Coast broadcasting executive who has followed STV closely agreed "they're really dead for a very long time to come." He expressed disappointment, however, that Cal. pay TV was declared persona non grata at ballot box rather than in marketplace. "I'd rather see this thing fail on economics," he told us. "Now the vote will always be cited as the reason for pay TV's failure."

Weaver & Co. refuse to play dead. "It's inevitable," he said. "They can't stop us everywhere we go." Cal. subscribers (6,500 in L.A., 2,000 in S.F.) will receive refund of $5 installation fee; STV will pick up tuners in all homes, hopefully for use in other cities. Company is seeking local financing for new ventures, will furnish know-how & equipment. At Fri. stockholders' meeting, 500 present gave Weaver "vote of confidence," approved planned increase in shares from 4 to 10 million, rescinded pre-emptive stock options already granted.

Cal. Attorney Gen. Thomas Lynch said STV has numerous legal avenues open to it in fight against voter-approved petition. He said Secy. of State probably won't certify results before Dec. 5, it'll become effective 5 days after certification if STV court action doesn't succeed. State will have "very unusual problems" once referendum is effective, Lynch told us. His office will defend any suit filed against state officials, probably will be asked for opinion on constitutionality. "I sure don't," he replied when asked if he wanted to express unofficial opinion.

Most of over $20 million to start STV was raised 18 months ago in public stock sale at $12 per share. Company had hoped to make new public offering in seeking increase in authorized shares. Stock closed at 6-1/4 day before election, dropped to 3-7/8 bid, 4-1/4 asked day after, closed Fri. at 3-3/8. Major stockholders include Lear Siegler Inc., Reuben H. Donnelly Corp., L.A. Dodgers, S.F. Giants, Tolvision of America, estate of late Matty Fox of Skiatron. Weaver has 5 year contract at $85,000 annually, plus 1% of net profits (of which there have been none.

APPENDIX C

WASHINGTON CONFERENCE - HONORED GUESTS

Dr. Arthur S. Adams, President
Salzburg Seminar in American Studies
Room 218, 1755 Massachusetts Avenue, N. W.
Washington, D. C.

The Honorable Robert T. Bartley, Commissioner
Federal Communications Commission, Washington, D. C.

Dr. Robert D. Calkins, President, The Brookings Institution
1775 Massachusetts Avenue, N. W., Washington, D. C.

Dr. Everett Case, President, Alfred P. Sloan Foundation
630 Fifth Avenue, New York, New York

Governor LeRoy Collins, Director, Community Relations Service,
Department of Commerce, Washington, D. C.

The Honorable Kenneth Cox, Commissioner
Federal Communications Commission, Washington, D. C.

The Honorable Marion B. Folsom, Director
The Eastman Kodak Company, Rochester, New York

The Honorable Frederick W. Ford, Commissioner
Federal Communications Commission, Washington, D. C.

The Honorable E. William Henry, Chairman
Federal Communications Commission, Washington, D. C.

The Honorable Rosel Hyde, Commissioner
Federal Communications Commission, Washington, D. C.

The Honorable Francis Keppel, Commissioner of Education
Department of Health, Education and Welfare, Washington, D. C.

Willard M. Kiplinger, Honorary Chairman, Board of Trustees,
Station WETA, and Chairman of the Board, Washington Editors,
1729 H Street, N. W., Washington, D. C.

The Honorable Robert E. Lee, Commissioner
Federal Communications Commission, Washington, D. C.

The Honorable Lee Loevinger, Commissioner
Federal Communications Commission, Washington, D. C.

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Dr. Kenneth E. Oberholtzer, Superintendent
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Edward L. Ryerson, President
Chicago Educational Television Association
Inland Steel Building, 30 West Monroe Street, Chicago, Illinois

WASHINGTON CONFERENCE - DELEGATES

ALABAMA

WCIQ Mr. James R. Swedenberg, President, Alabama ETV Commission
WBIQ 1726 Federal Building, Birmingham, Alabama
WDIQ
WAIQ Mr. Raymond D. Hurlbert, General Manager, Alabama Network,
2151 Highland Avenue, Birmingham, Alabama 35205

Dr. Frazer Banks, Director, Birmingham Area ETV Association,
720 South 20th Street, Birmingham, Alabama

Mr. Edward Wegener, Director, Auburn TV,
Auburn University, Auburn, Alabama

Mr. Gaydon Ausmus, Director, Broadcasting Services,
University of Alabama, University, Alabama

ARIZONA

KAET Mr. Robert H. Ellis,
General Manager and Director of Broadcasting,
Arizona State University, Tempe, Arizona

KUAT Dr. Richard A. Harvill, President
University of Arizona, Tucson, Arizona

Dr. Ben C. Markland, Manager, Radio-TV Bureau,
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Department of General Services, Television Advisory Committee,
Sacramento, California

KCET Mr. Maynard J. Toll, Member, Board of Directors
Community Television of Southern California
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Mr. James Robertson, Vice President and General Manager
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Connecticut ETV Corporation, and Vice President,
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WETA

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The Board of Control, Tallahassee, Florida

Dr. John S. Allen, President
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Mr. G. C. Eichholz, Director, Division of Educational Resources
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Dr. Karl Dittmer, Vice President for Academic Affairs
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Dr. Omer C. Aderhold, President
University of Georgia, Athens, Georgia

Mr. Gerard L. Appy, Manager, WGTV-TV
Center for Continuing Education, Athens, Georgia

WXGA-TV Mr. Lonnie Sweat, P. O. Box 71, Blackshear, Georgia
WVAN-TV
WJSF-TV Mr. Lee Franks, General Manager
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Communications Center, University of Hawaii
Honolulu, Hawaii

ILLINOIS

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Dr. Theodore B. Peterson, Jr., Dean
Journalism and Communications
University of Illinois, Urbana, Illinois

Mr. Frank E. Schooley, Director of Broadcasting,
228 Gregory Hall, University of Illinois, Urbana, Illinois

WSIU Dr. Robert M. Shultz, Director
Department of Educational Television
Office of State Superintendent of Public Instruction
Springfield, Illinois

Mr. Buren C. Robbins, General Manager, Station WSIU
Southern Illinois University, Carbondale, Illinois

WTTW Mr. Irving B. Harris, Member, Board of Directors and
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